City and County of San Francisco
Department of City Planning

SAN FRANCISCO ENTERPRISE ZONE
Final Environmental Impact Report

SCH #90030768
91.100E

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Draft EIR Publication Date: March 21, 1991
Draft EIR Public Hearing Date: April 25, 1991
Draft EIR Public Comment Period: March 21 to May 6, 1991
Final EIR Certification Date: August 29, 1991

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Changes from the text of the Draft EIR are indicated by a solid dot (●) at the beginning of each revised section, paragraph, graphic or table.

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SAN FRANCISCO

CITY PLANNING COMMISSION

MOTION NO. 13164

ADOPTING FINDINGS RELATED TO THE CERTIFICATION OF A FINAL ENVIRONMENTAL IMPACT REPORT FOR PROPOSED ENTERPRISE ZONE LOCATED IN THE EASTERN PORTION OF SAN FRANCISCO.

MOVED, That the San Francisco City Planning Commission (hereinafter "Commission") hereby CERTIFIES the Final Environmental Impact Report identified as case file No. 91.100E, Enterprise Zone (hereinafter "Project") based upon the following findings:

1) The City and County of San Francisco, acting through the Department of City Planning (hereinafter "Department") fulfilled all procedural requirements of the California Environmental Quality Act (Cal. Pub. Res. Code Section 21000 et seq., hereinafter "CEQA"), the State CEQA Guidelines (Cal. Code of Regs. Title 14, Section 15000 et. seq., hereinafter "CEQA Guidelines") and Chapter 31 of the San Francisco Administrative Code (hereinafter "Chapter 31").

a. The Department determined that an EIR was required, prepared a Notice of Determination, provided public notice of that determination by publication in a newspaper of general circulation, and circulated the Notice of Preparation to the State Clearinghouse on September 10, 1990.

b. On March 21, 1991, the Department published the Draft Environmental Impact Report (hereinafter "DEIR") and provided public notice in a newspaper of general circulation of the availability of the DEIR for public review and comment and of the date and time of the City Planning Commission public hearing on the DEIR; this notice was mailed to the Department's list of persons requesting such notice.

c. On March 21, 1991, copies of the DEIR were mailed or otherwise delivered to a list of persons requesting it, to those noted on the distribution list in the DEIR, to adjacent property owners, and to government agencies, the latter both directly and through the State Clearinghouse.

d. Notice of Completion was filed with the State Secretary of Resources via the State Clearinghouse on March 20, 1991.

2) The Commission held a duly advertised public hearing on said Draft Environmental Impact Report on April 25, 1991 at which opportunity for public comment was given, and public comment was received on the DEIR. The period for acceptance of written comments ended May 6, 1991.

3) The Department prepared responses to comments on environmental issues received at the public hearing and in writing during the 45-day public review period for the DEIR, prepared revisions to the text of the DEIR in response to comments received or based on additional information that became available during the public review period, and corrected errors in the DEIR. This

CITY PLANNING COMMISSION

material was presented in a "Draft Summary of Comments and Responses," published on August 15, 1991 was distributed to the Commission and to all parties who commented on the DEIR, and was available to others upon request at Department offices.

4) A Final Environmental Impact Report has been prepared by the Department, consisting of the Draft Environmental Impact Report, any consultations and comments received during the review process, any additional information that became available, and the Summary of Comments and Responses all as required by law.

5) Project Environmental Impact Report files have been made available for review by the Commission and the public, and these files are part of the record before the Commission.

6) On August 29, 1991 the Commission reviewed and considered the Final Environmental Impact Report and found that the contents of said report and the procedures through which the Final Environmental Impact Report was prepared, publicized and reviewed comply with the provisions of CEQA, the CEQA Guidelines and Chapter 31.

7) The City Planning Commission hereby does find that the Final Environmental Impact Report concerning File No. 91.100E: Enterprise Zone is adequate, accurate and objective, and that the Summary of Comments and Responses contains no significant revisions to the Draft Environmental Impact Report, and hereby does CERTIFY THE COMPLETION of said Final Environmental Impact Report in compliance with CEQA and the CEQA Guidelines.

8) The Commission, in certifying the completion of said Final Environmental Impact Report, hereby does find that the project described in the Environmental Impact Report:

a. Will have a project-specific significant effect on the environment by increasing the daytime population in the designated area that would be subject to substantial danger during a major earthquake; and

b. Will have a significant effect on the environment in that it would contribute to cumulative traffic increases and cumulative passenger loading on Muni, BART, and other transit carriers. Such cumulative transportation impacts could cause violations to particulate standards in San Francisco with concomitant health effects and reduced visibility.

I hereby certify that the foregoing Motion was ADOPTED by the City Planning Commission at its regular meeting of August 29, 1991.

Martha Kessler
Acting Secretary

AYES: Commissioners Bierman, Engmann, Hu, Morales, and Sewell

NOES: None

ABSENT: Commissioners Boldridge and Tom

ADOPTED: August 29, 1991

OER:1/BWS:498

SAN FRANCISCO ENTERPRISE ZONE
ENVIRONMENTAL IMPACT REPORT

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A. PROJECT DESCRIPTION

The proposed project is the establishment of an Enterprise Zone in the City of San Francisco. The proposed Enterprise Zone Application Area totals approximately 9.6 square miles in the eastern half of the City. Within that area, six contiguous communities in the City, totaling 6.8 square miles, have been designated as the Eligible Area: Mission District, South of Market, North of Market, Chinatown, Mission Bay, and Western Addition. Also within the Enterprise Zone Application Area, the South Bayshore, totaling 2.8 square miles, has been designated as the Industrial Area./1a/

Enterprise Zones are designed to promote economic development in a targeted area through the use of economic incentives, such as tax credits, that stimulate investment and job creation. In San Francisco, such employment growth would be expected to occur primarily in existing businesses, or in new businesses on already developed land. Therefore, for purposes of environmental review, the project is considered to be the employment that would be associated with creation and operation of the San Francisco Enterprise Zone over the 15-year life of the program, ending in the year 2005, the analysis year for this EIR.

State legislation authorizing the Enterprise Zone program provides for a number of incentives that are designed to stimulate economic activity in the Zone area. State incentives available to companies include the following:

- Tax credits for sales and use taxes paid on machinery purchases and accelerated expensing deduction,
- Tax credits for hiring qualified employees,
- Interest deductions for lenders on loans to firms within the area,
- Fifteen-year net operating loss carry-forward, and
- Priority for various state programs.

Applicant cities are required to provide additional incentives to Enterprise Zone businesses to complement those offered by the state. San Francisco has identified these new local incentives, to be made available to businesses in the program:

- Fast-tracking of permits for Application Area businesses, and
- Creation of an Application Area Loan Fund.

B. MAIN ENVIRONMENTAL EFFECTS

LAND USE

Designation of Enterprise Zone status to the 9.6-square-mile Application Area would not be accompanied by a change in the mix of land uses. Rather, the financial and economic incentives offered through the Enterprise Zone program would intensify employee densities in existing uses and increase the occupancy of already developed but underutilized and/or vacant commercial and industrial space. Space in existing structures would accommodate the growth in employment that is projected. The specific locations of business activity that would result from Enterprise Zone designation are not known, but it is expected that business expansions, start-ups, relocations and retentions would occur mostly in existing areas of commercial and industrial concentration in the seven target communities.

EMPLOYMENT, POPULATION AND HOUSING

Designation of Enterprise Zone status to the Application Area would add about 4,300 jobs to the projected 63,000 new jobs expected in these communities by 2005, for a total of 67,300. The 4,300 new jobs created in the Zone area over the next 15 years would represent about 7 percent additional growth to that already projected to occur in the area. Of the total new 4,300 jobs, 960 would be industrial and 3,340 would be commercial.

By the year 2005, San Francisco is projected to have a total population of 791,500. This is an increase of 36,240 people over the estimated 1990 Citywide population; about 60 percent of the added population will live in the Enterprise Zone Application Area, for a total population in the area of 215,200./1/ This represents an increase of 20,610 people in the Enterprise Zone area from 1990 to 2005. Because of the types of businesses that respond to Enterprise Zone incentives, the projected employment growth due to the Zone is not expected to induce additional population growth to fill these Zone jobs.

Sixty percent of the workers in the newly created Zone jobs would be expected to be existing residents of the Zone area. Most of the remaining 40 percent would be existing residents of other neighborhoods in the City. Given these circumstances, the program would not be expected to result in significant adverse impacts on housing in San Francisco.

TRANSPORTATION

The project would generate about 4,120 net new outbound person trips per day. About 2,575 new outbound trips would occur during the p.m. peak period, 1,540 of these during the p.m. peak hour.

The project would represent the following percentages of total outbound regional auto demand on major corridors (bridges and freeways) in the year 2005: Golden Gate Bridge, 0.11%; Bay Bridge, 0.12%; Highway 101, 0.17%; and I-280, 0.22%. The project percent would not be measurable against day-to-day fluctuations in traffic volumes. However, cumulative travel demand is projected to exceed p.m. peak period capacity of some of the freeways serving San Francisco, resulting in shifts in travel modes (from automobiles to public transit and ridesharing).

The project would add about 785 outbound trips to MUNI within the City, and 225 outbound trips to BART during the p.m. peak period in the year 2005, of which 205 would be Transbay and 20 would be South Bay trips. Also, the project would add about 60 trips to Golden Gate Bus and about 15 trips to Golden Gate Ferry. About 95 trips would be added to AC Transit, while 40 trips would be added to CalTrain and about 20 to SamTrans.

The transit demand from the project would represent the following percentages of the total transit demand for local and regional carriers in the year 2005: MUNI, about 1%; Golden Gate Bus, 0.5%, Golden Gate Ferry, 0.5%; AC Transit, 0.5%; Transbay BART, 0.5%; South Bay BART, 0.2%; CalTrain, 1%; and SamTrans, 0.5%. Cumulative development in the year 2005, even in conjunction with planned capacity increases of transit carriers, would be expected to cause crowded conditions for the following transit providers during the peak period: MUNI Northeast Corridor, Level of Service (LOS) E; MUNI Northwest, Southeast and Southwest Corridors, LOS D; BART Transbay, LOS D, BART South Bay, LOS B; AC Transit, LOS E; CalTrain, LOS A; SamTrans, LOS B; Golden Gate Bus, LOS D; and Golden Gate Ferry, LOS B.

Both the Mission Bay and South of Market Plan EIRs show that by 2000, congested highway conditions caused by cumulative regional development would result in a shift from autos to higher use of transit and ridesharing by travelers from the Downtown & Vicinity. The East Bay would be the most congested corridor, the Peninsula would be the least. By 2020, travel demand would exceed the capacity of regional transportation systems. To serve regional growth, expanded transit and freeway systems would be required.

AIR QUALITY

Project-related vehicular traffic would add to cumulative regional pollutant emissions, and contribute to the continued failure of the Bay Area to attain federal ozone and CO standards. Project-related traffic alone would contribute less than 0.5 percent of transportation-related emissions resulting from development in San Francisco County, and thus would not pose a potentially significant effect on air quality. However, emissions of particulates generated by the project, together with cumulative development, would increase particulate concentrations. That would increase the frequency of fine particulate matter standard (PM_{10}) violations in San Francisco, with concomitant health effects and reduced visibility.

SEISMICITY

The Enterprise Zone Application Area, like other parts of San Francisco and the Bay Area, is subject to potentially large earthquakes from the San Andreas and Hayward faults. Employment growth, such as that expected for the Enterprise Zone, would result in larger numbers of persons in the Zone being exposed in the future to earthquake hazards in San Francisco, if an event occurred during the day.

GROWTH INDUCEMENT

The Enterprise Zone project would intensify commercial and industrial uses throughout the Application Area and is likely to result in an additional 4,300 new jobs by year 2005. The increase in employment in the Application Area would not affect the overall growth in employment, 108,390 new jobs, that is projected for the City as a whole by 2005.

It is expected that most workers holding the new jobs would be existing San Francisco residents; about 60 percent would be residents in the Application Area. The project would not induce significant population growth or increase demand for housing in the City.

To the extent that the project is successful, it would increase the demand for retail goods and services in the Application Area. Because the 4,300 jobs would be spread over such a large area, about 9.6 square miles, this effect on demand would not be noticeable in any particular community.

The project would occur in a developed, built-out urban area and no expansion to the municipal infrastructure not already under consideration would be required to accommodate new development and increased employment due to, or induced by, the project.

C. MITIGATION MEASURES

Some of the measures identified that would mitigate potentially significant environmental effects are presented below. A full recitation of mitigation measures proposed as part of the project or proposed for consideration is presented in Section V.

- Establish a Transportation Management Association Program (TMAP) for each of the Enterprise Zone communities. The goal of the TMAP would be to attain ridesharing, transit, bicycle and walking modal split goals for travel by employees within the seven Enterprise Zone communities. This mitigation would be part of the Outreach Program proposed in the Enterprise Zone Application by the City.

- Through the Enterprise Zone TMAP, specify community-wide and use-specific standards, such as modal-split goals; parking requirements by type (all-day, short-term and loading, whether on-site or off-site); incentives for joint use or shared parking by complementary uses; and ridesharing/vanpool vehicle parking incentives to encourage compliance with the standards. The TMAP would also include a periodic monitoring schedule to gauge the success of the program and to identify modifications to improve its performance, if warranted.

- Implement mitigation measures designed to reduce motor vehicle trips, to reduce the impact of motor-vehicle-generated air pollutant emissions on regional and local air quality, consistent with the goals of the 1982 Bay Area Air Quality Plan.

NOTES - Summary

/1/ The estimated 1990 Citywide population figure is based on interpolated data from the Mission Bay EIR; consistency with Mission Bay EIR forecasts for Citywide employment and population was one objective of the analysis in this document. Preliminary data from the 1990 census indicate that Citywide population is 724,000. This figure was not used in the Enterprise Zone EIR, however.

D. ALTERNATIVES TO THE PROPOSED PROJECT

ALTERNATIVE A: NO PROJECT

This alternative would entail no designation of Enterprise Zone status for the Application Area. State and local incentives for economic development would not be offered and the projected 4,300 new jobs would not be created in the Application Area. Business relocations out of San Francisco would be greater than with the proposed project.

ALTERNATIVE B: REDUCED-AREA ENTERPRISE ZONE

This alternative considers a project area of four communities: South Bayshore, the Industrial Area; and Mission District, South of Market and Mission Bay, the Eligible Area. As with the project, Enterprise Zone designation would introduce state and local incentives into the reduced area to promote economic revitalization of local businesses, hiring of disadvantaged and unemployed workers, and better use of existing space to reduce blight.

The reduced-area project would create a projected 3,800 jobs. About 2,950 of these jobs would be in commercial uses and 850 would be in industrial uses.

In terms of transportation and circulation, Alternative B and the proposed project would produce virtually identical impacts. The reduced-area alternative would result in 12 percent fewer daily person trips; however, when these daily person trips are adjusted for peak-period and peak-hour analyses and modal split, and distributed to the seven screenlines, the difference from the proposed action is statistically insignificant.

The difference between the proposed project and this alternative in terms of the number of trips crossing the four vehicular screenlines would be imperceptible, fewer than 10 vehicles at each screenline during both the p.m. peak period and hour. On regional transit routes, the difference would also be imperceptible. The ridership difference between the proposed project and this alternative would be less than 10 during the p.m. peak period and p.m. peak hour on all facilities except the Transbay BART. Transbay BART ridership attributable to the Enterprise Zone would decrease by 18 and 11 person trips (this number is still statistically insignificant) during the peak period and hour, respectively. Impacts of Alternative B would be most noticeable on the four MUNI screenlines, where from

12 to 35 and 6 to 20 fewer person trips would be generated than with the proposed project, during the p.m. peak period and p.m. peak hour, respectively.

Because the alternative to the proposed project would not result in significantly fewer trips on any travel mode and at any screenline, the impacts and mitigation measures described for the proposed project would be valid for this alternative.

Vehicular emissions generated by Alternative B would be slightly less than those estimated for the project, due to the fewer estimated vehicle trips. Based on an analysis using the BAAQMD Guidelines for Assessing Impacts of Projects and Plans' tests of significance, air quality impacts for the alternative would be almost identical to those estimated for the project.

- NOTE - Summary

/1a/ As required by State guidelines, an Enterprise Zone is composed of an application area that contains both (1) an eligible area and (2) a commercial and/or industrial area. The eligible area consists of census tracts, block groups, or enumeration districts, with continuous boundaries, that have a population of at least 2,500 each. The census-tracts/block-groups must also meet at least three of the following criteria to be included in the eligible area:

- 1969-79 net increase in median family income $8,427 or less,
- 1980 average unemployment rate 5.64% or more,
- 1980 percentage of population below poverty level 12.4% or more,
- 70% of households having incomes below 80% of the median county household income in 1980.

In addition to the eligible area, each application area must also include a commercial area or an industrial area. The proposed San Francisco Enterprise Zone application area contains an industrial area - South Bayshore. The State provides no criteria for selecting an industrial area, except to say that it must be within or adjacent to the eligible area and have continuous boundaries. Its boundaries must also follow census tracts or block groups.

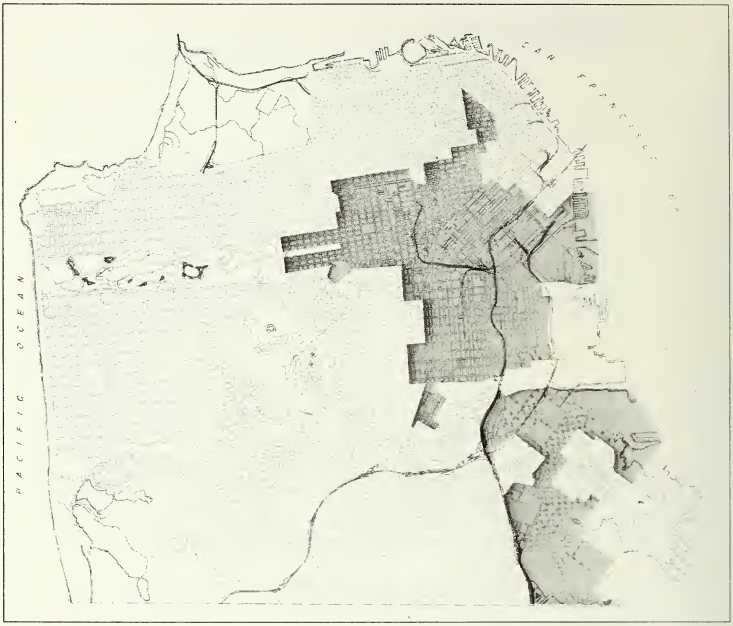
A. INTRODUCTION

The proposed project is the establishment of an Enterprise Zone in the City of San Francisco. The City is submitting a Final Application for Enterprise Zone designation to the California Department of Commerce, according to the guidelines contained in the California Code of Regulations, Title 10, Chapter 7.5, Sections 5600 - 5631, Enterprise Zone Designation Process. This Draft Environmental Impact Report is a required part of the Final Application submitted to the Department of Commerce by the City.

Enterprise Zones are designed to promote economic development in a targeted area through the use of economic incentives, such as tax credits, that stimulate investment and job creation. In San Francisco, such employment growth would be expected to occur primarily in existing businesses, or in new businesses on already developed land. Therefore, for purposes of environmental review, the project is considered to be the employment that would be associated with creation and operation of the San Francisco Enterprise Zone over the 15-year life of the program.

B. PROJECT LOCATION AND TARGET AREAS

The proposed Enterprise Zone Application Area totals approximately 9.6 square miles in the eastern half of the City (see Figure I.B.1, p. I.2). Within that area, six contiguous communities in the City, totaling 6.8 square miles, have been designated as the Eligible Area: Mission District, South of Market, North of Market, Chinatown, Mission Bay Project Area, and Western Addition. Also within the Enterprise Zone Application Area, the South Bayshore, totaling 2.8 square miles, has been designated as the Industrial Area. The boundaries of these seven communities are shown in Figures III.A.1 through III.A.8, pp. III.2 to III.17 in Section III.A., Land Use. The State requires that applicant cities designate an Eligible Area and an Industrial and/or Commercial Area as part of their proposed Enterprise Zone./1/



SOURCE: Mayor's Office of Business and Economic Development, City of San Francisco; Environmental Science Associates, Inc.

S.F. Enterprise Zone ■

Figure I.B.1
Project Area and Location

C. PROJECT ACTIONS AND OBJECTIVES

STATE INCENTIVES

State legislation authorizing the Enterprise Zone program provides for a number of incentives that are designed to stimulate economic activity in the Zone area. State incentives available to companies include the following:

- Tax credits for sales and use taxes paid on machinery purchases and accelerated expensing deduction - this allows the use of the Federal accelerated cost recovery system in calculating depreciation of property that qualifies for the Federal income tax credit. This incentive is most likely to benefit businesses making heavy investments in machinery and other equipment.

- Tax credits for hiring qualified employees - provides employers in the proposed Enterprise Zone with a state tax credit for wages paid to qualified employees. Employees do not need to live within the Enterprise Zone, but must qualify as disadvantaged individuals. Qualified employees include recipients of GA (General Assistance), SSI (Social Security Insurance), and AFDC (Aid for Families with Dependent Children), economically disadvantaged persons, eligible foster children, and handicapped persons.

- Interest deductions for lenders on loans to firms within the area - allows certain types of income earned on Enterprise Zone investments to be excluded from gross taxable income. Investment income that qualifies includes interest earned from lending to an Enterprise Zone business, dividend paid by an Enterprise Zone business, and rental income earned by a property owner leasing to an Enterprise Zone business.

- Fifteen-year net operating loss carry-forward - allows new businesses in the Enterprise Zone to carry losses over from year to year, thereby reducing State income tax.

- Priority for various state programs, including Industrial Development Bonds, small-business loans and state loans for alternative energy systems./1/

LOCAL INCENTIVES

Applicant cities are required to provide additional incentives to Enterprise Zone businesses to complement those offered by the state. San Francisco has identified these new local incentives, to be made available to businesses in the program:/2/

- Fast-tracking of permits for Application Area businesses will be offered by the Department of City Planning and the Bureau of Building Inspection. This will reduce the administrative processing time required for plan review and permit applications and will save businesses thousands of dollars, thus encouraging businesses to expand and locate in the Application Area.

- Creation of an Application Area Loan Fund will support business development within the Application Area. Upon designation of an Enterprise Zone, the City will develop a Request for Proposals to disburse remaining monies (approximately $2 million) in its Urban Development Action Grant revolving loan fund for business development.

- International Trade Services will be provided to Application Area businesses to give access to international networks, information on importing and exporting, protocol services and problem-solving for international trade matters.

These local incentives will supplement existing incentives that are available to application area businesses, which have been and will continue to be targeted to businesses within the Application Area. These include the following services:

- Mayor's "One Stop Shop" for business services, at MOBED's office at 100 Larkin Street, provides Application Area businesses with essential information on starting up or expanding operations, assistance in working with the City's bureaucracy, site-selection assistance, regulatory assistance, market information and services referral.

- Technical assistance, provided by MOBED and the three Neighborhood Economic Development Organizations (NEDOs), helps Application Area businesses improve business practices, meet expansion needs and improve their competitive position. Technical assistance components and seminars are provided at no cost and are tailored to identified needs of businesses.

- Customized employee training and referral saves businesses money for training and retraining costs.

- City economic development programs encourage economic revitalization. These include:

  - Redevelopment Agency programs in the Application Area, which provide capital infusion into specific neighborhoods;

  - Mayor's Office of Neighborhoods housing strategies and neighborhood revitalization programs, which help stabilize demographic changes affecting the Enterprise Zone Application Area.

These are also existing financial incentives that would be available to businesses in the Enterprise Zone:

- City Small Business Loans provide up to one-third of project cost, to a maximum of $50,000, to finance leasehold improvements, equipment acquisition and working capital needs in conjunction with fixed asset financing.

- Redevelopment Agency Loans provide financing up to $100,000 to businesses or entrepreneurs desiring to conduct business in designated redevelopment areas.

- Small Business Administration 502 and 504 Loans provide up to 95 percent financing, to a maximum of $1.8 million, for owner-occupied commercial real estate. Up to 25-year terms are available for the purchase, rehabilitation or construction of property.

- 7a Loans provide guaranteed loans of up to $750,000 to existing businesses or startups through the Small Business Administration.

- Industrial Development Bonds are tax-exempt revenue bonds issued for up to $10 million for industrial development.

- Facade Improvement Loans to support merchants are available in selected areas of 24th Street in the Mission community through assistance in storefront rehabilitation.

In addition, a number of local resources are already targeted for the communities in the proposed Enterprise Zone area, to promote economic development. For example:

- The neighborhoods included in the Application Area are targeted to receive the major portion of Community Development Block Grant program funds.

- The newest Redevelopment Area - South of Market - is located within the Enterprise Zone Application Area.

- Six existing redevelopment projects are within the boundaries of the Application Area.

- Industries targeted for retention and attraction by the City are concentrated within the Application Area.

PROJECT OBJECTIVES

The Enterprise Zone program has two principal objectives:

1) To stimulate economic activity and employment opportunities in the targeted areas and, in particular, to create jobs for disadvantaged residents living in the Zone, and

2) To encourage commercial and industrial development in the targeted areas.

These two objectives are furthered through the combined effects of the State and local incentives that are provided by the program.

D. APPROACH TO THE EIR

Projections of employment growth associated with the Enterprise Zone provide the basic data that are analyzed, directly or indirectly, in this document. These projections were developed specifically for the proposed project and make use of the extensive

forecasting work that was done in conjunction with the Mission Bay EIR for the City and County of San Francisco. A number of key points need to be made about the projections used in this Enterprise Zone EIR.

First, the employment projections were made for the 15-year period from 1990 to 2005, corresponding to the 15-year time frame of the Enterprise Zone program. Technically speaking, San Francisco's Enterprise Zone would not be implemented until 1991, but 1990 was used as the baseline, or setting year, because so much of the essential housing, employment and population data that were used are available only for this year and subsequent five- and ten-year intervals. This in no way affects the accuracy of the analysis, however, because the impacts are associated with a 15-year period of employment growth and are relatively insensitive to whether the base year is 1990 or 1991.

Second, the employment projections were developed for the Enterprise Zone area as a whole. Although the projections were also apportioned among the seven targeted communities in the Zone, no attempt was made to tie the Zone-related jobs to more specific locations within the communities. Because many impact categories (e.g., intersection-level traffic analyses, curbside carbon monoxide concentrations and historic resources) depend on location, and because employment projections could not be pinpointed to specific community blocks or streets, a more general approach had to be taken to the impact analyses. Similarly, the information provided in the setting sections has been tailored to what was required for the impact analysis, and avoids descriptions that are overly detailed with regard to location.

Third, Citywide employment growth forecasts were developed as part of the Mission Bay EIR, for the years 2000 and 2020. These forecasts are used now by the City for assessing cumulative environmental impacts and, as such, they replace the project-list-based approach to cumulative impact assessment that is used by most jurisdictions in California.

Under a forecasting approach to cumulative impact analysis, the jobs that would be created by the Enterprise Zone are already included in the comprehensive growth scenarios for the years 2000 and 2020. That is, the proposed program would not have the effect of changing the projected growth in Citywide employment. The Enterprise Zone jobs do not represent a net new increment to these growth forecasts, which are driven by an economic analysis of the region as a whole.

As treated in this EIR, the new employment associated with the Enterprise Zone is currently represented in Citywide and regional forecasts in one of three ways: 1) jobs that are projected to occur somewhere else in San Francisco, outside the boundaries of the Zone; 2) jobs that would have relocated from the City to some other community in the region; or 3) jobs that are now projected to occur somewhere else in the region, but would instead be located in the Zone.

The Initial Study prepared for the Enterprise Zone project identified five categories of potential environmental impact: land use; employment, population and housing; transportation and circulation; air quality; and seismology. These are the technical categories that are analyzed in this EIR. In addition, the impact section contains a brief description of City plans and policies because, in its response to the Notice of Preparation, the Department of Commerce asked for a clarification in the EIR as to why there would be no impacts in this category. This discussion appears at the end of the impact section. Also at the end of that section is a brief explanation of why the proposed program would not affect infrastructure in the City, as the Initial Study states.

Finally, San Francisco is well-known for its distinct neighborhoods, a number of which are included in the Enterprise Zone Application Area. The boundaries of the seven targeted areas in the proposed Enterprise Zone are required, however, to correspond to census tracts; the resulting areas only roughly approximate the neighborhoods for which they are named. The reader should keep this in mind when reading the descriptions and reviewing the land use maps of the seven targeted areas. To reflect the fact that the targeted areas have boundaries that are specific to the requirements of the Enterprise Zone program, they are called "communities" in this document, rather than neighborhoods or planning areas.

E. USES OF THE EIR

The City of San Francisco is the Lead Agency for the Enterprise Zone project. This Draft Environmental Impact Report (DEIR) will be reviewed by the California Department of Commerce, as a Responsible Agency for this project under California Environmental Quality Act (CEQA) guidelines, during its consideration of San Francisco's Final Application for Enterprise Zone status. The DEIR is a required part of the City's Final Application. If the City is not awarded conditional designation

status, then it will have no duty or obligation to complete the EIR process. If the City is awarded conditional designation status, then, within 90 days after the date the Department of Commerce mails the conditional designation document, the City must complete the Enterprise Zone Final EIR and project approval process under CEQA and the CEQA Guidelines./1/

Should the City be awarded the Zone designation, the San Francisco Board of Supervisors must make a discretionary decision regarding project approval, after considering the information in the Final EIR.

This EIR will serve as a Program EIR under Section 15168 of the California Environmental Quality Act Guidelines. It will provide the basis for environmental review of specific projects and actions subsequently proposed in the Zone area that have potential effects described in this Program EIR. For such projects, this Program EIR will serve as an Initial Study and provide the basis for a Negative Declaration, or Focused EIR or Subsequent EIR on those projects, covering site-specific issues that have not been addressed in this document.

NOTES - Project Description

/1/ State of California, Preliminary Application Handbook, California Enterprise Zone Program, April 1990, pp. 1-3.

/2/ City and County of San Francisco, Preliminary Application by the City and County of San Francisco, California Department of Commerce Enterprise Zone Program, September 10, 1990, pp. 51-61.

II. EMPLOYMENT PROJECTIONS FOR THE ENTERPRISE ZONE

Development of the employment projections for the proposed Enterprise Zone project was approached in two steps. First, the available literature on the performance of existing zones elsewhere in the United States was reviewed for relevant information on job-creation performance and other measures of zone-related economic activity. Second, Citywide and regional employment forecasts were reviewed and then disaggregated in order to apply them to the proposed Zone area. The results of these two efforts are described below.

A. LITERATURE REVIEW OF EXISTING ENTERPRISE ZONE PERFORMANCE

Through contacts with the American Association of Enterprise Zones, Washington, D.C., the most important materials on the status and performance of Enterprise Zones in the United States were identified, collected and analyzed. The objective was to identify characteristics and quantitative indicators of zone performance that could be used in developing employment projections for San Francisco's proposed zone. The literature on existing zones is extensive. Some studies were based on aggregated data from a number of states; others aggregated data for all the zones within a state; still others provided data for an individual zone. The most extensive study used data collected by the U.S. Department of Housing and Development (HUD) for 357 different enterprise zones in 186 communities in 17 states. This study was published by the U.S. Economic Development Administration (EDA) in 1989./1/ In all, nine studies were analyzed in depth for this EIR./2/

Review of the literature revealed, however, that the existing studies would be of limited use in developing rigorous employment projections for the San Francisco Enterprise Zone. Many of the studies suffered from design constraints or flaws that made it impossible to generalize the results beyond the immediate zone area being studied. For example, a majority of the studies did not identify projected background growth for the zone area being studied. All of the measured employment growth was attributed to the zone, with no attempt to identify and factor out the economic growth that would have occurred even without the zone designation. Other studies did not identify baseline employment at the initiation of the zone and reported job creation in the zone in absolute numbers, making it impossible to tell how significant these

numbers were in the context of existing employment. All of the studies were limited to a two-to-three-year period of zone performance, providing no information about how the zones might perform over a 15-year time frame, nor whether the zone could sustain whatever growth was measured in the first two to three years. Virtually every study concluded that research to date on enterprise zones in the United States has failed to provide definitive answers on the employment-generating potential of these programs.

Despite the various methodological problems in these studies, there was a good deal of useful information. In particular, the studies contained qualitative findings about the zones that are relevant to the proposed San Francisco project. These findings, which are summarized below, were useful in developing the employment projections and the impact analyses for the proposed project.

SOURCE OF EMPLOYMENT GROWTH, FIRM CHARACTERISTICS

All of the studies noted that most of the employment growth attributed to the zones came from the expansion of existing businesses in the area; the range was 60 to 70 percent. New business starts accounted for the next highest category of employment growth, anywhere from 20 to 30 percent. Relocations of businesses into the zone represented the smallest source of employment associated with the zone, reported as 8 to 15 percent. Small businesses, with under 10 employees, tended to provide well over half of the employment growth in the zones that were studied. These findings are relevant to the employment projections for the San Francisco Enterprise Zone and to the impact analyses for all technical areas in this EIR./1,2/

EFFECT ON LAND USE MIX

As might be expected from the significant contribution of existing businesses in the area to employment growth in the zones, a consistent finding in these studies was that the land use character of a zone is unlikely to change after introduction of zone incentives. It was estimated that the proportional mix of business types did not vary by more than $\pm$ 5 percent from a pre-zone land use baseline. This information has been considered in assessing land use impacts of the proposed project./1,2/

HIRING OF AREA RESIDENTS

In the EDA study, covering 357 zones, over 60 percent of "new or saved" jobs associated with zone programs were found to be held by zone area residents./1/ This information has been incorporated into the impact analysis for transportation and circulation.

B. SAN FRANCISCO ENTERPRISE ZONE EMPLOYMENT PROJECTIONS

Employment projections for the proposed Enterprise Zone were developed to identify Enterprise Zone employment solely attributable to the proposed program and to be consistent with the Citywide growth forecasts for 2000 and 2020 contained in the Mission Bay EIR./3/ This posed three problems: 1) development of Citywide employment projections for the period 1990 - 2005; 2) development of employment projections that covered the specific part of the City contained within the boundaries of the Zone, a subarea not called out in the Mission Bay EIR numbers; and 3) isolation of the Zone's employment impact from growth that is projected to occur in the Application Area without an Enterprise Zone program.

Base year employment data for 1985 and Citywide growth forecasts from the Mission Bay EIR, for 2000 and 2020, were used in combination to develop employment projections for the period 1990 to 2005. This solved the first problem. Since the boundaries of the Enterprise Zone are based on census tracts or, in some cases, census blocks, data from the Association of Bay Area Government's (ABAG) Projections - 90, by Census Tract for San Francisco, supplemented with block data from the 1980 Census, were used to approach the second problem. To isolate Zone impacts from background changes in employment, the third problem, the most comprehensive and methodologically sound Enterprise Zone study was analyzed further to identify acceptable growth rate measures for other urban zones./1/ The following section contains a general discussion of the methods used to develop specific employment projections for the San Francisco Enterprise Zone.

DERIVING FUTURE EMPLOYMENT PROJECTIONS

In order to develop employment growth data for the 1990 - 2005 period, the Mission Bay EIR growth forecasts were examined for the 1985 to 2000 time period and, separately, for the 2000 to 2020 time period. Through interpolation of the Citywide

employment forecasts, a 1990 data point for Citywide employment was obtained from the 1985 base year data and the year 2000 forecast and a 2005 data point for Citywide employment was obtained from the year 2000 and the year 2020 forecasts.

ESTABLISHING AN EMPLOYMENT BASE FOR THE APPLICATION AREA

Next, the distribution of jobs by census tract in San Francisco was obtained from ABAG's Projections - 90, by Census Tract. For those few census tracts in the South Bayshore community where only a part of the tract was in the Zone, data at the block level from the 1980 Census were used to prorate 1990 employment. From the Citywide and census tract information, it was determined that the number of employees in the Enterprise Zone census tracts in 1990 was 36 percent of the City's total employment in that year. On the basis of Mission Bay EIR employment numbers, this would equal 225,150 employees. These efforts provided two basic parameters for the next step; that is, 1) a Citywide estimate for 1990 and 2005 employment levels that was consistent with employment forecasts in the Mission Bay EIR, and 2) estimated 1990 employment in the Application Area.

ISOLATING ZONE-RELATED GROWTH

The HUD-sponsored study of 357 Enterprise Zones concluded that, on average, the zones contributed 7 to 10 percent more annual growth in jobs in their areas than had been projected to occur without the zones. This estimate was inspected carefully to identify the performance of zones in urban areas with characteristics similar to those of the San Francisco Application Area; that is, nearly built-out communities with mature economies and some conditions of blight. In light of expected future economic activity and interest in the Mission Bay Project Area and, to a lesser extent, South of Market and South Bayshore, an annual average growth rate enhancement of about 7 percent was identified as attributable to Enterprise Zone status for the Application Area (i.e., the growth rate in the Application Area would be 7 percent higher than otherwise expected). **This increment of growth in the zone area is not assumed to change the overall Citywide growth rate during 1990 to 2005, in a statistically significant way.** That is, the jobs that are created by the Enterprise Zone project are within the range of growth already projected for the City. The seven Enterprise Zone communities would, however, experience an increase in jobs over what would otherwise occur. Thus, the increment represents a redistribution of forecast jobs in the City, or a retention of jobs, due to the increased investment opportunities in the Zone that are created by the program's incentives.

Mission Bay EIR numbers, adjusted for ABAG census tract data, suggest that employment in the Zone would grow from 225,150 to 288,230 during the 1990 to 2005 period. This implies an annual average growth rate of about 1.66 percent. If this rate of employment growth were increased by an additional 7 percent per year, due to the Enterprise Zone program, then the overall rate of growth in the Zone would be about 1.8 percent per year (i.e., 1.66 X 1.07 = 1.78).

ESTIMATING ANNUAL VARIATIONS IN PROGRAM EFFECTS

A further step was taken to increase the accuracy of the estimated growth rate enhancement of 7 percent for the zone. The 15-year program period evaluated in the literature review was divided into performance segments and the growth rate was allowed to vary within these periods. It was assumed that the effects of the Enterprise Zone would increase over the first five years, increasing the estimated base 1.66 percent annual growth by a factor that varies from 2 percent to 8 percent. More specifically, the total employment growth rate in the Zone area was assumed to be 1.66 percent in the first year, 1.69 percent in the second, 1.73 percent in the third, and up to 1.79 percent in the fourth through eleventh years. It was assumed that after the eleventh year, the effectiveness of the Enterprise Zone in creating jobs would diminish, yielding an annual growth rate of only two percent above the Citywide average in the fifteenth year. Table II.B.1 contains the year-by-year growth projections for the Enterprise Zone area and then shows how they combine with (are included in) the areawide growth rate.

On the basis of the year-by-year variation in rate within the 15-year time frame, and by use of the previously determined areawide base annual growth rate of 1.66 percent and the estimated 1990 employment base of 225,150 in the Zone area, it was estimated that total employment in the Enterprise Zone would increase by 4,300 jobs over 15 years (see Table II.B.1).

DETERMINING JOB CATEGORIES

Finally, to provide further specificity to the employment projections, the total increase of 4,300 jobs was allocated among the seven Enterprise Zone communities. This employment breakdown by community is shown in Table II.B.2. This allocation step was done as follows. First, the absolute change in employment between 1990 and 2005 for each of the seven communities was obtained from ABAG census tract data, adjusted for the Citywide growth rate contained in the Mission Bay EIR.

TABLE II.B.1: ESTIMATES OF ENTERPRISE ZONE PROGRAM GROWTH

Year of Program	Total Employment in Enterprise Zone /a/	Area Growth Rate with Enterprise Zone	Increment of Growth as a Percent of Area Growth Rate	Employment Credited to Enterprise Zone
0	225,154	1.66%	0.00%	
1	228,966	1.69%	2.00%	74
2	232,919	1.73%	4.00%	153
3	237,056	1.78%	7.00%	274
4	241,306	1.79%	8.00%	323
5	245,632	1.79%	8.00%	334
6	250,036	1.79%	8.00%	346
7	254,519	1.79%	8.00%	357
8	259,082	1.79%	8.00%	369
9	263,727	1.79%	8.00%	381
10	268,455	1.79%	8.00%	393
11	273,268	1.79%	8.00%	407
12	278,031	1.74%	5.00%	283
13	282,831	1.72%	4.00%	246
14	287,667	1.71%	3.00%	206
15	292,538	1.69%	2.00%	165

Total increase in jobs due to Enterprise Zone	4,311
Percentage increase in jobs due to Enterprise Zone	6.83%
Average annual Enterprise Zone growth	287
Highest annual Enterprise Zone growth	407

NOTE: /a/ Entries in the second (total employment) column are based on ABAG and Mission Bay EIR projections, and include the Enterprise Zone jobs. Those projections are also the source of the first entry in the third (area growth rate) column.

SOURCE: Environmental Science Associates, Inc.

Next, data in the Mission Bay EIR on the correspondence between skills and education and employment categories were inspected to provide base information on expected job categories to be filled by employees hired by businesses benefiting from zone incentives./3/ On the basis of these data and information obtained from the literature survey, it was assumed that Enterprise Zone employees would be qualified to hold none of the managerial/administrative jobs in the Zone area, none of the professional technical, one-half of the clerical, one-third of the skilled crafts, and all of the sales, service, operating and other types of jobs.

TABLE II.B.2: DISTRIBUTION OF ENTERPRISE-ZONE-ACCREDITED GROWTH FOR YEAR 2005

Community	Enterprise Zone Job Growth 1990 - 2005	Enterprise Zone Industrial Job Growth 1990 - 2005	Enterprise Zone Commercial Job Growth 1990 - 2005
South Bayshore	800	250	550
Mission District	410	70	340
South of Market	1,740	370	1,370
North of Market	710	120	590
Chinatown	150	70	80
Mission Bay	380	60	320
Western Addition	110	20	90
TOTAL	4,300	960	3,340

NOTE: Entries are rounded to the nearest ten (10) jobs.

SOURCE: Environmental Science Associates, Inc.

The job categories were apportioned into a Commercial sector and an Industrial sector. Employment growth in these two sectors was established for each community, on the basis of Mission Bay EIR and ABAG data. The resulting industry allocations, by Enterprise Zone community, are shown in Table II.B.2.

These employment projections were then used as input for each of the technical impact analyses in this document.

NOTES - Employment Projections for the Enterprise Zone

/1/ Erickson, Rodney A. et al., Enterprise Zones: An Evaluation of State Government Policies, Center for Regional Business Analysis, The Pennsylvania State University, prepared for U.S. Department of Commerce, Economic Development Administration (Grant 99-07-13691), June, 1989.

/2/ Pryde Roberts Carr, "Research Literature Review of Performance by Enterprise Zones in Job Creation in the United States", prepared for Environmental Science Associates, San Francisco, California, December, 1990. Available for review at the City of San Francisco, Office of Environmental Review, Department of City Planning, 450 McAllister Street, 6th Floor, San Francisco, CA 94102.

/3/ Mission Bay Final EIR, Vol. II, Section VI.B, "Land Use, Business Activity and Employment," 86.505EMTZ, certified August 23, 1990.

A. LAND USE

PROJECT AREA

The Enterprise Zone Application Area is approximately 9.6 square miles in the eastern half of the City of San Francisco. The Application Area is composed of an Industrial Area, covering about 2.8 square miles, and an Eligible Area, covering about 6.8 square miles. The Application Area contains seven communities: South Bayshore, Mission District, South of Market, North of Market, Chinatown, Mission Bay, and Western Addition. The Industrial Area shares the same boundaries as the South Bayshore community; the Eligible Area contains the remaining six communities. The boundaries of the six communities within the Eligible Area follow census tract lines. The boundaries of the Industrial Area were determined by the City of San Francisco and do not follow census tract lines. The boundaries of these seven Enterprise Zone communities do not necessarily correspond with generally perceived neighborhood boundaries (see Figure III.A.1).

Many San Francisco neighborhoods have been the subject of land use studies in recent years. Although useful for providing general information about the neighborhoods, these studies do not cover all the Enterprise Zone communities. Therefore, it was necessary to conduct a block-by-block windshield survey to determine existing land uses within the Application Area. Data from this survey were collected at a general level; only the predominant land use in each block was recorded. These data were then transferred to maps to show generalized land use areas in each of the seven communities. The primary objective was to provide a picture of the existing areas of concentrated commercial and industrial land uses in each community, so that the areas of potential Enterprise Zone activity could be identified. "Commercial" was defined as space associated with retail or wholesale trade or office activity, and "industrial" was defined as space associated with warehousing or manufacturing use. The survey information was used, in combination with previous neighborhood studies and information from Association of Bay Area Governments, Projections 90: By Census Tract, to develop an inventory of existing land uses within the Application Area. Table III.A.1 contains generalized land use acreages for the seven communities.

1 South Bayshore
2 Mission District
3 South of Market
4 North of Market
5 Chinatown
6 Mission Bay
7 Western Addition

0 2
Miles

SOURCE: Mayor's Office of Business and Economic Development, City of San Francisco; Environmental Science Associates, Inc.

S.F. Enterprise Zone ■

Figure III.A.1
Project Area and Communities

TABLE III.A.1: GENERALIZED EXISTING LAND USE WITHIN THE PROPOSED ENTERPRISE ZONE, BY COMMUNITY (AUGUST, 1990) /a/

	Residential	Employment-Generating	Vacant / Open Space	Streets/ Highways	Total/b/
SOUTH BAYSHORE /c/					
Acres	220	670	430	470	1,790
Percent	10%	40%	25%	25%	100%
MISSION DISTRICT					
Acres	460	290	80	450	1,280
Percent	35%	25%	5%	35%	100%
SOUTH OF MARKET					
Acres	90	560	50	370	1,070
Percent	10%	50%	5%	35%	100%
NORTH OF MARKET					
Acres	60	160	15	115	350
Percent	20%	45%	5%	30%	100%
CHINATOWN					
Acres	30	45	2	35	110
Percent	25%	40%	0%	30%	100%
MISSION BAY					
Acres	2	200	135	135	470
Percent	0%	40%	30%	30%	100%
WESTERN ADDITION					
Acres	355	225	125	345	1,050
Percent	35%	20%	10%	35%	100%
TOTAL/d/					
Acres	1,215	2,145	840	1,920	6,120
Percent	20%	35%	15%	30%	100%

/a/ Land use acreages were rounded to the nearest 5 acres except in those cases where there were fewer than 5 acres. Percentages were rounded to the nearest 5%.
/b/ Row entries may not add to total due to rounding.
/c/ Includes partial census tract estimates. The boundaries of the Industrial Area do not follow census tract lines.
/d/ Column entries for acres do not add to total due to rounding.

SOURCE: ABAG, Projections 90: By Census Tract; Environmental Science Associates, Inc.

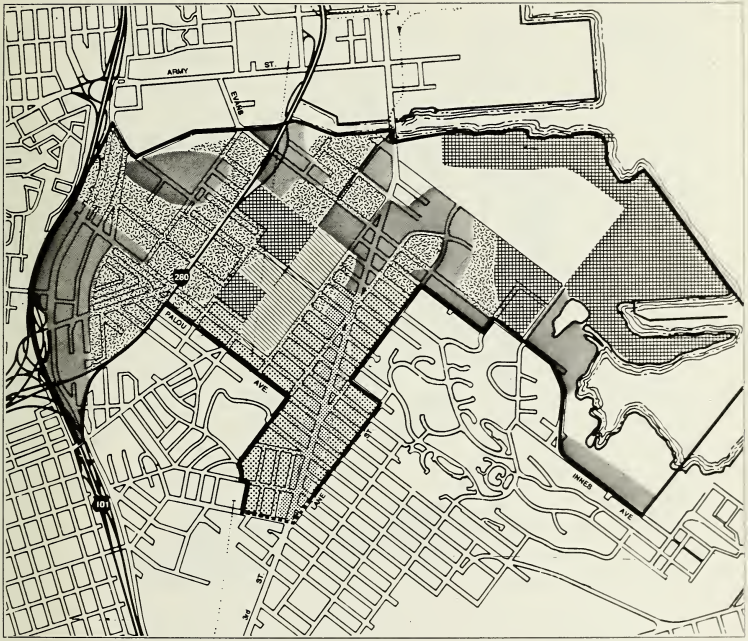
The proposed Enterprise Zone contains a variety of land uses. About 35 percent of the area has employment-generating (i.e., commercial or industrial) uses; 20 percent is in residential use; 15 percent contains vacant land, open space or recreational use; and the balance, 30 percent, is in streets, highways or other rights-of-way. An analysis of the Application Area reveals that residential uses are concentrated primarily in the Mission District and Western Addition communities. Buildings containing residential units above commercial space are located mostly in the Chinatown community. Although ABAG census tract data do not include a category for residential-over-retail use, it is included in the land use maps, on the basis of data from the windshield survey, because it is a significant land use in most of the Enterprise Zone communities. A large proportion of the Application Area's commercial acreage is in the South of Market community. Industrial uses are concentrated in the South Bayshore and Mission Bay communities. These two communities also have a majority of the Application Area's vacant land and open space. Although public uses such as schools, libraries, churches and government offices are dispersed throughout the Application Area, there is a concentration of government offices and other public use buildings in the North of Market community.

No new housing is proposed as part of the Enterprise Zone, which is a program to increase employment-generating activities in blighted portions of the City. Residential and open-space / vacant-land uses would not be affected by this project. Information in this section, then, focuses on commercial and industrial, or employment-generating, land uses in the seven Enterprise Zone communities.

ENTERPRISE ZONE COMMUNITIES

South Bayshore

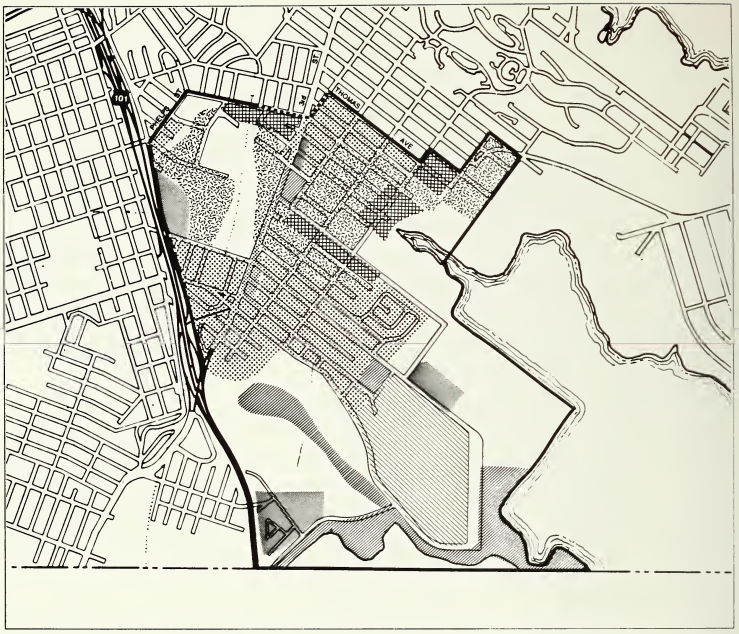
The South Bayshore Enterprise Zone community is about 1,800 acres, of which approximately 670 acres, 40 percent, are in commercial or industrial use. About 220 acres are residential and 430 acres are vacant land, open space or recreational land. The remaining 470 acres are in use as streets, highways, and other rights-of-way. Figures III.A.2 and III.A.3 show generalized land uses in the community. The boundaries of the South Bayshore Enterprise Zone community do not conform with those of the South Bayshore Planning Area, currently under review by the Department of City Planning.



SOURCE: Environmental Science Associates, Inc.

S.F. Enterprise Zone ■

Figure III.A.2
Generalized Land Use –
South Bayshore, Northern Portion



SOURCE: Environmental Science Associates, Inc.

S.F. Enterprise Zone ■

Figure III.A.3
Generalized Land Use –
South Bayshore, Southern Portion

Commercial uses found along the Third Street corridor are both strictly commercial and commercial located under residential use. This commercial space is in use primarily as restaurants, take-out food outlets, grocery and liquor stores and personal service establishments. Other major commercial uses include the Executive Park business park in the southwest section of the community, a recreational vehicle park in the southeast section, portions of the India Basin Industrial Park in the northeast section, and various large-scale commercial uses such as lumber yards, produce markets and food outlets in the northwest section.

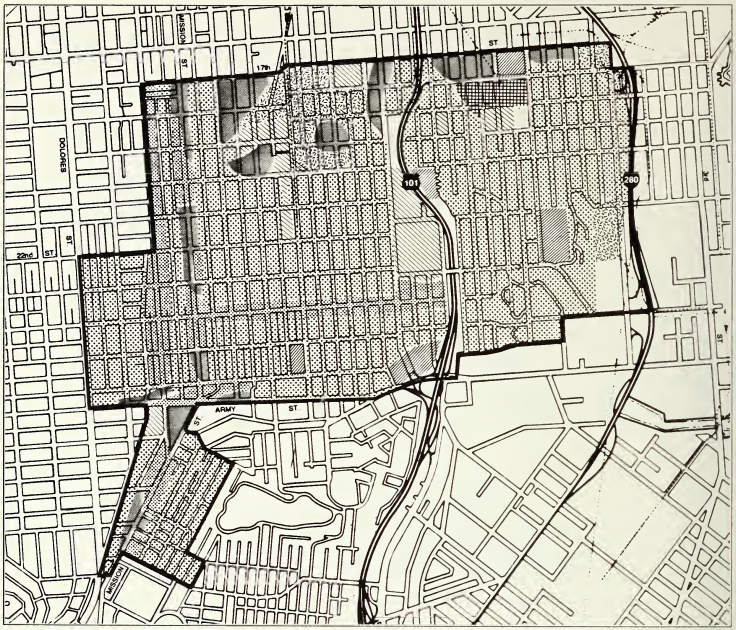
Industrial uses are concentrated in two areas of the South Bayshore community. Heavy-industrial uses are generally in the northern portion of the community. These uses include portions of the India Basin Industrial Park, the Port of San Francisco shipping facilities, and various heavy-industrial uses northwest of the intersection of Phelps Street and Oakdale Avenue. Small-scale light-industrial uses are scattered throughout the southern portion of the community. Warehouses used for goods storage and distribution represent a large percentage of these light-industrial uses.

Mission District

The Mission District community is about 1,280 acres, of which approximately 290 acres, 25 percent, are in commercial or industrial use. About 460 acres are residential and 80 acres are vacant land, open space or recreational land. The remaining 450 acres are in use as streets, highways, and rights-of-way. Figure III.A.4 shows generalized land uses in the community. The boundaries of the Mission District Enterprise Zone community are not those of the historic Mission District neighborhood; the Enterprise Zone community includes portions of the Potrero Hill neighborhood.

The Mission District community is primarily residential in character, with rolling hills and many tree-lined streets. The community is almost completely built out, with a high density of residential, commercial and industrial uses. Structures are spaced tightly together, and there are limited amounts of open space.

Commercial uses are concentrated along three distinct corridors in the Mission District community: 24th Street, Mission Street and Valencia Street. Commercial uses on Mission and Valencia Streets are divided between strictly commercial buildings and



SOURCE: Environmental Science Associates, Inc.

S.F. Enterprise Zone ■

Figure III.A.4
Generalized Land Use –
Mission District

buildings containing residential units above retail space. All of the commercial space along 24th Street, however, is below residential units. Commercial uses along these corridors include general merchandise stores, eating and drinking establishments, apparel and accessory stores, retail furniture outlets, beauty and barber shops, travel and insurance agencies and various other neighborhood services.

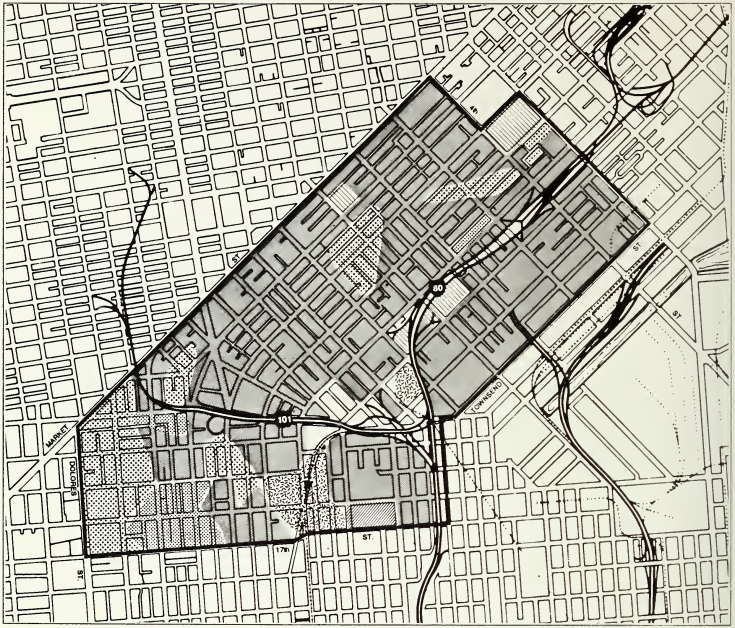
Additional commercial uses are along 17th Street, which forms the northern edge of the Mission District community. Commercial uses in this area include office space, large-scale retail outlets and automotive service firms. Many of these businesses are in converted warehouses that were used previously for industrial purposes. This area is the southern portion of a transitional zone between the predominantly residential uses in the Mission District community and the predominantly commercial uses in the South of Market community to the north.

The Mission District community's industrial acreage is generally in the northwestern section of the community. Industrial acreage is primarily in small-scale light-industrial use -- metal fabricators, contractors, truck centers, warehouses, building-material outlets, industrial suppliers, food-processing plants and garment manufacturers.

South of Market

The South of Market community totals about 1,070 acres, of which approximately 560 acres, 50 percent, are in commercial or industrial use. About 90 acres are residential and 50 acres are vacant land, open space or recreational land. The remaining 370 acres are in use as streets, highways, and rights-of-way. Figure III.A.5 shows generalized land uses in the community. The South of Market Enterprise Zone community is not identically the same as the South of Market Plan area.

Although originally established primarily as an industrial area, the South of Market community has evolved toward more commercial uses in recent years. The community was built substantially on San Francisco Bay and marsh landfill, giving it a relatively flat appearance. Streets tend to be wide, there are few trees, and most open space has been paved. Building heights generally decrease in the direction away from San Francisco's Financial District. Most of the buildings in the community are large structures no higher than four or five stories. Rights-of-way for U.S. 101 and Interstate 80 occupy approximately 10 percent of the land in this community.



SOURCE: Environmental Science Associates, Inc.

S.F. Enterprise Zone ■

Figure III.A.5
Generalized Land Use –
South of Market

Commercial uses are predominant in the South of Market community and include office space, residential hotels, tourist hotels, night clubs and bars, automotive service shops, apparel outlets and a variety of downtown support services. A portion of Showplace Square, a major commercial design center, is also in the South of Market community, near the intersection of Townsend and Eighth Streets. Commercial uses are less prevalent south of U.S. 101, where uses are more a mixture of commercial, warehouse, residential and residential-over-retail. This area forms the northern portion of a transitional zone between the predominantly commercial uses in the South of Market community and the predominantly residential uses in the Mission District community.

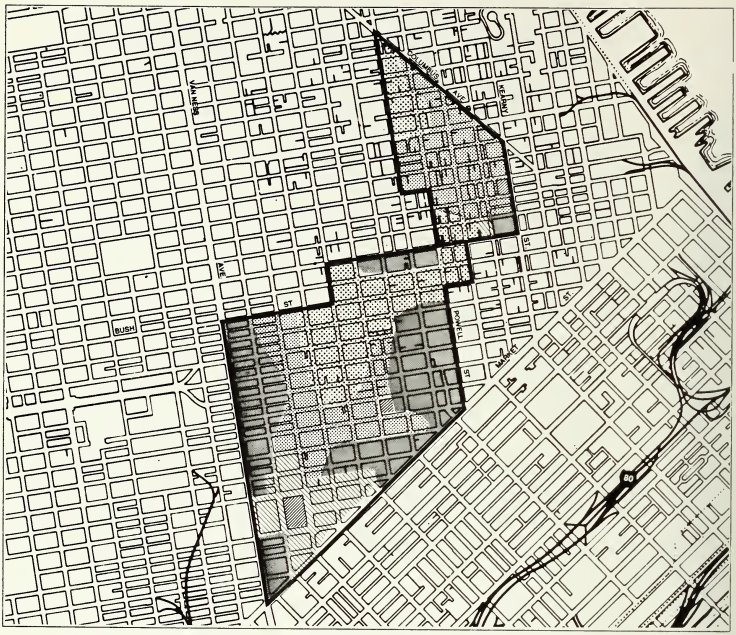
Industrial acreage represents a small portion of the South of Market community's total acreage. Industrial uses include a bottling plant and warehouses for goods distribution and storage. Most of these uses are in the southwestern section of the community.

North of Market

The North of Market community totals about 350 acres, of which approximately 160 acres, 45 percent, are in commercial use. About 60 acres are residential and 15 acres are vacant land, open space or recreational land. The remaining 115 acres are in use as streets, highways, and rights-of-way. Figure III.A.6 shows generalized land uses in the community.

The North of Market community contains the center of the City of San Francisco's government offices and support buildings. City Hall, the State Building and the Federal Building are all in the southwest portion of this community. The remainder of the community is divided primarily among residential, residential-over-commercial and commercial uses.

Commercial uses are primarily in the southern and eastern portions of the community. In the southern portion, a combination of residential and transient hotels occupy approximately 30 acres. These hotels are generally found on Turk, Eddy, and Ellis Streets. Downtown support services, entertainment establishments, and retail stores occupy the remaining 130 employment-generating acres. Businesses associated with San Francisco's Financial District constitute the majority of commercial uses on the eastern periphery. Tourist hotels are also found there, especially in the northeastern section of the community. Other commercial uses, such as small markets and fast food



Residential

Residential over Retail

Commercial

Public Use

Public Park

0 2000

Feet

SOURCE: Environmental Science Associates, Inc.

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Figure III.A.6
Generalized Land Use –
North of Market/Chinatown

restaurants, are scattered throughout the community. The community's commercial uses serve community residents, San Francisco residents, downtown employees, and tourists.

Chinatown

The Chinatown community is approximately one-sixth of a square mile, or 110 acres, of which approximately 45 acres, 40 percent, are in commercial use. About 30 acres are residential and 2 acres are vacant land, open space or recreational land. The remaining 35 acres are in use as streets, highways, and rights-of-way. Figure III.A.6 shows generalized land uses in the community.

Situated partly on the northeastern slopes of Nob Hill, the Chinatown community is predominantly a mixed-use residential and commercial area and is bordered by San Francisco's Financial District and the North Beach, Nob Hill and Russian Hill neighborhoods. Land use within the community is highly intensive, with commercial and residential uses extending into alleys and interior streets. Although many store fronts appear vacant, closer examination reveals that they are in fact in use, primarily as sewing shops. The Chinatown community has long been one of San Francisco's prime tourist attractions. Commercial space beneath residential units serves both tourists and local residents. Sidewalks in front of commercial space are also used for commercial purposes.

A variety of high-density service and retail uses occupy the Chinatown community's commercial acreage. These uses serve both tourists and residents. Local-serving businesses are generally in the western half of the community, especially along Stockton Street. These businesses include groceries, fish markets, bakeries, herbalists, laundries, employment agencies, family associations and social clubs. Tourist-serving business are generally in the eastern half of the community, primarily along Grant Avenue. Chinese restaurants and a variety of small retail shops are found throughout this area. Other commercial uses include sewing shops, insurance companies, financial offices and professional and downtown support services.

Mission Bay

The Mission Bay community is 470 acres, of which approximately 200 acres, 40 percent, are in commercial or industrial use. About 2 acres are residential and

135 acres are vacant land, open space or recreational land. The remaining 135 acres are in use as streets, highways, and rights-of-way. Figure III.A.7 shows generalized land uses in the community. For Enterprise Zone purposes, this community has been defined as a larger area than the Mission Bay Plan area.

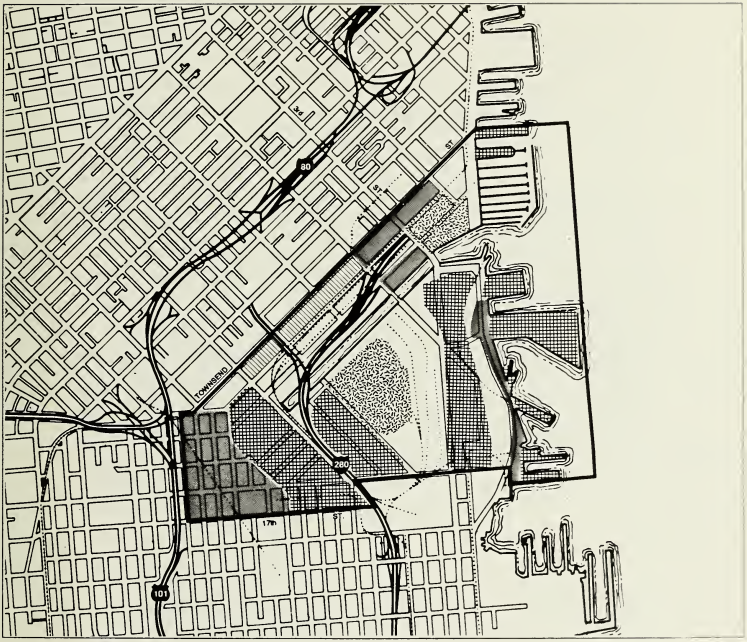
The Mission Bay community is primarily an industrial area; historically it was a major railyard, industrial and warehouse center. Since 1980, however, most of the railyards and tracks have been removed from the community (with the exception of the CalTrain facilities), leaving large areas of vacant land. Since much of the community has been built on San Francisco Bay and marsh landfill, the community is relatively flat. Most buildings in the community are low-lying structures of not more than three stories. Large portions of the community have not been fully developed, with only part of the street grid improved and many roads in disrepair. The 12-acre China Basin Channel runs southwest through the community from the San Francisco Bay to approximately Seventh Street.

Commercial uses are primarily in the southwest section of the community. A portion of Showplace Square, a major commercial design center, is the primary commercial use in this area. Furniture and clothing outlets are also found here. Other commercial uses in the community include a recreational vehicle (RV) park, office space and small restaurants and diners. The RV park and office space are located near the end of the Interstate 280 elevated stub. Small restaurants and diners serving primarily truckers and warehouse workers are generally near the San Francisco Bay shoreline.

Industrial uses and warehouses are the predominant uses in the Mission Bay community. They are generally to the east of Third Street, and along Seventh Street, and include trucking and shipping facilities, manufacturing companies and ready-mix-concrete plants. Warehouses are built on piers extending into San Francisco Bay and also are found southeast of the China Basin Channel along Sixth Street. These facilities are used for goods receiving, storage and distribution. One pier was formerly used for ship repair and is now vacant.

Western Addition

The Western Addition community is about 1,050 acres, of which approximately 225 acres, 20 percent, are in commercial or industrial use. About 355 acres are



SOURCE: Environmental Science Associates, Inc.

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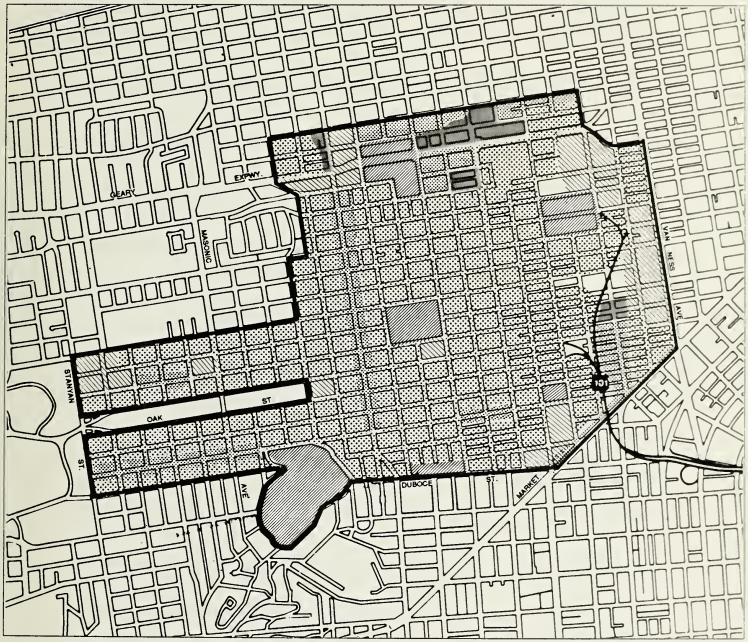
Figure III.A.7
Generalized Land Use –
Mission Bay

residential and 125 acres are vacant land, open space or recreational land. The remaining 345 acres are in use as streets, highways, and rights-of-way. Figure III.A.8 shows generalized land uses in the community. This community includes a portion of the Haight-Ashbury neighborhood as well as the neighborhood commonly called the Western Addition.

The Western Addition community is predominantly a residential area. The community is generally hilly, with Alamo Square and Buena Vista Park on hilltops. The northern section of the Western Addition community also contains a large portion of the Japantown neighborhood, a major Japanese cultural and shopping center in San Francisco.

Commercial uses in the Western Addition community are primarily local-serving businesses. These uses include restaurants, night clubs, bars, corner markets, auto repair shops, clothing stores and beauty salons. Commercial space is mostly beneath residential units along Haight, Divisadero and Fillmore Streets, and in the Japantown neighborhood. Other commercial uses include downtown support services and a large, mixed-use development along Fillmore Street near Geary Boulevard. Currently nearing completion, the mixed-use development will contain both office and retail space.

The Western Addition community contains the western edge of San Francisco's governmental center. These buildings are along Van Ness Avenue near the northernmost ramps of the elevated portion of U.S. 101. The State Building and the U.S. Mint (at the intersection of Buchanan and Hermann Streets) are the primary governmental buildings within the community. Public-use buildings in the community include the War Memorial Building (currently housing the Museum of Modern Art), the Opera House and Davies (Symphony) Hall.



SOURCE: Environmental Science Associates, Inc.

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Figure III.A.8
Generalized Land Use –
Western Addition

REFERENCES - Land Use

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B. EMPLOYMENT, POPULATION AND HOUSING/1/

PROJECT AREA

The San Francisco Enterprise Zone Application Area is characterized by seven commercially and culturally distinct neighborhoods, linked by similar levels of economic distress and urban blight. In 1990, about 225,150 people are employed in the Application Area, and another 63,000 jobs are expected to be added in the next 15 years in the normal course of events, an increase of almost 30 percent. The largest growth is projected to be in the service industry, with an increase of about 40 percent in the next 15 years.

Employment in retail trade is expected to grow by 30 percent, in wholesale trade by a little less than 10 percent, and in manufacturing by less than 10 percent./2,3/

Approximately 194,560 people live in the Application Area in 1990, about 25 percent of the population of San Francisco./2/ About 20 percent of the population in the Application Area lived below the poverty income level in 1980. The average per capita income in 1980 was $7,948, compared to $9,265 Citywide, and over one-third of the households in the Application Area were receiving social security payments or some form of public assistance income in that year./4,5/

- In 1980 there were approximately 88,720 housing units in the Application Area, about 28 percent of the City's available housing./5/ Ten percent of these units lacked complete plumbing, 22 percent lacked complete kitchens, 3 percent had no head and 50 percent were constructed before 1939. Older buildings are often classic San Francisco Victorian style buildings, many of which are rated as historically or architecturally important by City Planning and/or the Foundation for San Francisco's Architectural Heritage. Housing types range from single-family units in the Western Addition and the Mission, to multi-story dwellings in the North and South of Market, to houseboats in Mission Bay. Seventeen percent of the available housing was single-unit-attached or -detached, and the median number of people living in each dwelling unit was two, while the median unit contained three rooms./5/

ENTERPRISE ZONE COMMUNITIES

South Bayshore

The South Bayshore community is perhaps the most economically diverse of the seven communities. Wholesale trade employment represents about 15 percent of that for the businesses in South Bayshore, while the service industry accounts for 20 percent, manufacturing for 20 percent and retail services for 10 percent. The remainder of businesses are in sectors that are not analyzed in this section, because they are unlikely to contribute any of the Enterprise Zone jobs, e.g., Finance, Insurance and Real Estate. Public sector employment is also not represented in these percentages. The majority of the residential population is employed in either manufacturing, services, or

wholesale or retail trade. The South Bayshore community currently provides employment for approximately 14,650 people, and is expected to provide employment for an additional 7,400 people over the next 15 years, an increase of about 50 percent. The largest growth is projected to be in services, with a doubling of jobs over the next fifteen

years. Employment in retail trade is expected to grow by 70 percent. Wholesale trade employment is expected to increase by 5 percent, but manufacturing employment is expected to decline by a little under 10 percent./2,3/

The 1990 estimated population of the South Bayshore Enterprise Zone community is approximately 11,230 people, which represents an increase of roughly 600 people in the past ten years./2/ Of this total, about 75 percent is African American. The South Bayshore community has a high concentration of low-income households. As noted in the City's Enterprise Zone Application to the State Department of Commerce, "A striking feature of the South Bayshore is the degree to which economic distress exists among the population. This condition has persisted decade after decade. Median family income has remained over 75 percent lower than the Citywide average. Unemployment rates have remained twice as high as Citywide rates, irrespective of broader changes in the local and national economies." (Application of the City and County of San Francisco for Designation as a State Enterprise Zone, September, 1990, p. 8; hereinafter referred to as "Preliminary Application".)

Of the 3,100 families with children under the age of eighteen, over 40 percent were headed by single mothers in 1980. Only 55 percent of the community's population had graduated from high school, as compared to 75 percent Citywide, and only 15 percent had attended one or more years of college, contrasted to approximately 50 percent Citywide. Average per capita income was $5,335 in 1980, the lowest average in the Application Area. Forty percent of the population was in the labor force, as opposed to 55 percent Citywide./5/

There were approximately 4,000 housing units in the South Bayshore in 1980, 35 percent of which had been built in 1939 or earlier, in contrast to 20 percent Citywide. Forty percent of the units were renter-occupied, one of the lowest percentages in the Application Area./5/

The Mission

The Mission community is largely residential, punctuated by strips of commercial use that are often at street level beneath multi-story housing. The service industry provides about 45 percent of available employment, retail trade provides approximately 15 percent, manufacturing accounts for 10 percent and wholesale trade for 5 percent.

The remaining 25 percent of the businesses are unlikely to contribute Enterprise Zone jobs. The majority of the employed population in the Mission is employed in either wholesale or retail trade or professional and related services. A large number are also employed in manufacturing. The Mission community provides employment for about 19,100 people and is projected to provide additional employment for 5,280 people over the next fifteen years, an increase of almost 30 percent. The largest growth is projected to be in the service and retail trade sectors, both with employment increases of 30 percent. Employment in wholesale trade is projected to increase by approximately 15 percent and in manufacturing by less than 10 percent./2,3/

The City's Enterprise Zone Application notes that there is an unlikely industrial area in the heart of the City. This is found in the Mission community and is bounded by Valencia Street to the west, Seventeenth Street to the north, Potrero Avenue to the east and Twentieth Street to the south. Here can be found small-scale light-industrial firms, including metal fabricators, contractors, truckers, firms selling building materials, industrial suppliers, auto repair and supply shops, food processors and garment manufacturers (Preliminary Application, p. 9).

The estimated 1990 population of the Mission community is approximately 50,000, which represents an increase of almost 5,000 people in the past ten years./2/ Hispanics are the largest ethnic group, although they make up less than half of the total population in the Mission. Of the 4,880 families with children under the age of eighteen in 1980, approximately 40 percent were headed by single mothers. About 60 percent of the population had graduated from high school, compared to 75 percent Citywide, and only 25 percent had attended one or more years of college, contrasted with almost 50 percent Citywide. The average per capita income in the Mission community was approximately $6,388 in 1980, compared to $9,265 Citywide. About half of the population was in the labor force, compared to 55 percent Citywide./5/

There were 18,450 housing units in the Mission community in 1980, 65 percent of which had been constructed in 1939 or earlier, as opposed to 20 percent Citywide. The majority of homes are Victorians, some recently renovated, many in a certain state of disrepair. About 70 percent of the units were renter-occupied, and there was an average of 2.5 persons per unit and a median of 3.7 rooms per household in 1980./5/

South of Market

South of Market is a primarily commercial area of the City. Approximately 30 percent of available employment in the South of Market community is in the service industry, while retail trade and manufacturing account for approximately 15 percent each, and wholesale trade for less than 5 percent. The remaining 35 percent of the businesses are unlikely to contribute Enterprise Zone jobs. South of Market provides employment for 71,800 people and is projected to provide additional employment for 21,500 people over the next 15 years, an increase of about 30 percent. The largest growth is projected to be in services, with an increase of nearly 50 percent. Retail trade employment is expected to increase by approximately 30 percent, employment growth in wholesale trade is projected at about 10 percent and manufacturing employment is expected to grow by about 5 percent./2,3/

According to the City's Preliminary Application, the South of Market community is characterized by older brick and masonry buildings which contain over 3,000 businesses within the industrially zoned acreage. Business activity in the area is varied, with small start-up businesses (i.e., fewer than ten employees) sharing space with large manufacturers and wholesalers who have been in the area for generations. The community was affected severely by the October 17, 1989 earthquake, which inflicted heavy damage to the area's many unreinforced masonry buildings, causing the relocation or closure of many businesses.

Approximately 25,600 people live in the South of Market community (1990 estimate), which represents an increase of roughly 4,900 people over the past ten years./2/ Of the 245 families with children under the age of 18 in 1980, approximately 30 percent were headed by single mothers. About 55 percent had graduated from high school, compared to 80 percent Citywide, and only 25 percent of the population had attended one or more years of college, as opposed to almost 50 percent Citywide./5/ As noted in the Preliminary Application, "The diverse South of Market residential community is comprised of senior citizens of all racial, cultural and ethnic backgrounds; Southeast Asian immigrant families; Filipino immigrants and their extended families; Hispanic families; Black families; gays and lesbians; single male adults; artists and their families; street people, and numerous other ethnic and cultural groups." (Preliminary Application, p. 10)

The average per capita income in the community was $5,555 in 1980 compared to $9,265 Citywide. About half of the population were in the labor force, compared to 55 percent Citywide, and 25 percent lived below the poverty level, as opposed to 15 percent Citywide./5/

There were 11,200 housing units in the South of Market community in 1980, 60 percent of which had been constructed in 1939 or earlier, in contrast to 25 percent Citywide. Homes in the South of Market community vary from old Victorians to residential hotels and multi-story dwellings. Eighty-five percent of the dwellings were renter-occupied, with an average of 2 persons per household and a median of 2.3 rooms per unit./5/

North of Market

According to the Preliminary Application, "Businesses in the North of Market are almost exclusively services or retail. Three kinds of commercial activity are located within the Tenderloin area: neighborhood-serving retail and service establishments; retail, entertainment and service establishments serving the City as a whole; and tourist-oriented establishments." (Preliminary Application, p. 11)

The North of Market community provides employment for about 78,500 people, and is expected to provide additional employment for 12,200 people over the next 15 years, an increase of about 15 percent. Thirty-five percent of jobs in the North of Market community are in services, about 10 percent in retail, fewer than 5 percent in manufacturing, and fewer than 5 percent in wholesale trade. This is evidenced by the vast numbers of restaurants, hotels, entertainment and service establishments throughout the community. The remaining 50 percent of the businesses are unlikely to contribute Enterprise Zone jobs. The majority of the population living in the community is employed in the service industry, although 20 percent are employed in professional or managerial positions. The largest growth in employment is projected to be in retail trade, with an increase of 30 percent. Jobs in services are projected to grow by about 20 percent, in manufacturing by 15 percent and in wholesale trade by about 10 percent./2,3/

The 1990 estimated population in the North of Market community is approximately 38,500, which represents an increase of 6,000 over the past 10 years./2/ Of the 1,075 families with children under the age of eighteen in 1980, almost 30 percent were headed by single mothers. About 70 percent of the residents had graduated from high

school, close to the Citywide average of about 80 percent, but only 35 percent of the population had attended one or more years of college, as opposed to almost 50 percent Citywide./5/ According to the Preliminary Application, "Labor force participation is low due to a high concentration of elderly and disabled residents and non-English-speaking immigrants. The Tenderloin unemployment rate has historically been about twice that of the rest of the City." (Preliminary Application, p.12)

In 1980, the average per capita income in the North of Market community was $7,652, compared to $9,265 Citywide; 30 percent of residents lived below the poverty level./5/

There were 23,860 housing units in the community in 1980, about 80 percent of which had been constructed in 1939 or earlier, as compared to 20 percent Citywide. Dwelling units in the North of Market community are primarily in multi-story apartment buildings and residential hotels. Nearly 90 percent of the dwellings were renter-occupied in 1980, with a median of 1.2 persons per unit and a median 3.4 rooms per unit. Only 1 percent of the housing units were single-attached or -detached, compared to 15 percent Citywide./5/

Chinatown

"Commercial activity in Chinatown serves both local residents and tourists visiting the area. Specialty retail shops and restaurants primarily serve visitors to the area.... The closure of the Embarcadero Freeway due to damage caused by the October 17, 1989 earthquake, has limited access to Chinatown, causing a slowdown in business activity. This, coupled with competition from other Chinese business areas within the City, has precipitated the layoff of area residents who find themselves without the necessary skills to compete for better paying jobs in other lines of work." (Preliminary Application, p.13)

Currently, Chinatown provides employment for approximately 11,000 people. The majority of the population works in either the service or retail industry. About 35 percent of all employment in the community is in the retail industry and 25 percent is in services, while manufacturing accounts for about 10 percent and wholesale trade for under 5 percent. The remaining 25 percent of the businesses are unlikely to contribute Enterprise Zone jobs. Employment in the community is projected to increase

by only about 200 jobs over the next 15 years. With the exception of service jobs, which are expected to increase by about 15 percent, employment in the other sectors is expected to decline: manufacturing by about 25 percent, and wholesale trade and retail trade by a little less than 5 percent each./2,3/

The 1990 estimated population in Chinatown is about 14,200, an increase of about 1,400 people over the past ten years, and 40 percent of that population is over the age of 55./2/ Of the 880 families with children under the age of eighteen in 1980, 15 percent were headed by single mothers, the lowest percentage in the Application Area. About one-fifth of the population lived below the poverty level in that year. About 40 percent of the community's residents had graduated from high school, compared to 80 percent Citywide, and only 15 percent had attended one or more years of college, compared to 50 percent Citywide./5/

In 1980, there were 5,920 housing units in the community, 50 percent of which had been built in 1939 or earlier. Most of the housing in the Chinatown community is built over retail shops and restaurants. There are very few strictly residential neighborhoods, and those that are tend to be outside of Chinatown proper. Eighty percent of the dwellings were renter-occupied in 1980, with a median 1.6 persons per dwelling and a median 2.6 rooms per unit. Only five percent of the dwellings were single-detached or -attached housing./5/

Mission Bay

The Mission Bay community employs approximately 4,800 people, and is expected to employ an additional 14,400 people over the next 15 years, an increase of 300 percent. The service industry provides about 20 percent of available employment, wholesale trade provides 20 percent, manufacturing accounts for 10 percent and retail trade for a little over 5 percent. The remaining 45 percent of the businesses are unlikely to contribute Enterprise Zone jobs. The majority of the residents in this community are employed in managerial or professional businesses. The largest growth in future employment is projected to be in the service industry, with an increase of about 1,000 percent. This is followed by a projected employment increase of 450 percent in retail trade, 175 percent in manufacturing and less than 10 percent in wholesale trade. These large increases are based primarily on implementation of early phases of development by the Catellus Corporation under the Mission Bay Plan.

The entire population of 36 in the Mission Bay community lives along the shore of Mission Creek in 20 houseboats./2/ Average per capita income in 1980 was $17,838, the highest in the Application Area. None of the 1980 population lived below the poverty level, there were no children under the age of 16, and 80 percent of the population were in the labor force. There was a median of 1.34 persons per unit and a median of 3.9 rooms per unit./5/

Western Addition

The Western Addition is largely residential, with the exception of Haight and Divisadero Streets, which are lined with blocks of residential over retail; the commercial strips along Post Street and Geary Boulevard; and the Japan Center, which consists of retail and office space, cultural and entertainment uses and convenience stores. The Western Addition community provides about 25,500 jobs, and is projected to provide 2,000 more jobs by 2005, an increase of almost 10 percent. The service industry accounts for almost 80 percent of total employment. Retail trade provides 10 percent of employment, while wholesale trade and manufacturing both account for less than 5 percent. The remaining under-10-percent of the businesses are unlikely to contribute Enterprise Zone jobs. Thirty-five percent of the population works in technical, sales or administrative support occupations, 25 percent work in managerial or professional positions, and 20 percent are employed in the service industry. Most of the employment growth in the community is projected to be in retail trade, an increase of about 20 percent. Services are expected to grow by about 5 percent, but manufacturing employment is expected to decline by about 10 percent and wholesale trade employment by about 5 percent./2,3/

The 1990 estimated population in the Western Addition community is about 54,000, an increase of about 7,300 people in the past 10 years./2/ Of the 3,920 families with children under the age of 18 in 1980, 55 percent were headed by single mothers. About 70 percent of the 1980 population had graduated from high school, which is close to the Citywide average of 80 percent, although only 30 percent had attended one or more years of college, as compared to the Citywide average of 50 percent. The average per capita income was $7,200 in 1980, in contrast to $9,265 Citywide, and 25 percent of Western Addition families lived below the established poverty level./5/

In 1980, there were 25,200 housing units in the Western Addition, 60 percent of which had been built in 1939 or earlier. Since the 1980 census, several thousand additional housing units have been constructed at various locations within the Western Addition, specifically within the areas around Gough and Divisadero, Grove and Ellis, Japantown, and the Fillmore Center. Most of the housing in the community is in old multi-story detached Victorians. About 80 percent of the dwellings were renter-occupied in 1980, with a median of 1.5 persons per unit and 3.2 rooms per unit. Only about 10 percent of the dwellings were single-unit-attached or -detached, compared to 15 percent Citywide./5/

NOTES - Employment, Population and Housing

/1/ Information in this section was taken primarily from the 1980 Census, ABAG Projections - 90: by Census Tracts, Association of Bay Area Governments, Oakland, California, August 1990, and the Mission Bay EIR, Volume II, Section VI.B. Although the 1980 Census is over ten years old, the 1990 Census data by census tract are not yet available and the 1980 Census remains the most reliable source of consistent and comprehensive demographic information for the communities within the Enterprise Zone Application Area, at this time.

/2/ Year 1990 estimates of population, employment and employed residents in the City and County of San Francisco were derived from the Mission Bay EIR, Volume II, Section VI.B. Year 1990 estimates for the distribution of population, employment and employed residents in the Application Area and Enterprise Zone Communities are based on ABAG Projections-90: by Census Tracts (Association of Bay Area Governments, Oakland, California, August 1990).

/3/ Estimates of the rate of growth of population, employment and employed residents in the City and County of San Francisco were obtained from the Mission Bay EIR, Volume II, Section VI.B. Estimates for the distribution of the rate of growth of population, employment and employed residents within the City and County of San Francisco (i.e., in the Application Area and Enterprise Zone Communities) are based on ABAG Projections-90: by Census Tracts, Association of Bay Area Governments, Oakland, California, August 1990.

/4/ Preliminary Application for Enterprise Zone Designation, City and County of San Francisco, September 1990.

/5/ 1980 Census of Population and Housing: Census Tracts, San Francisco - Oakland, Calif., Standard Metropolitan Statistical Area, PHC80-2-321, U.S. Department of Commerce, Bureau of the Census, Washington D.C., July 1983.

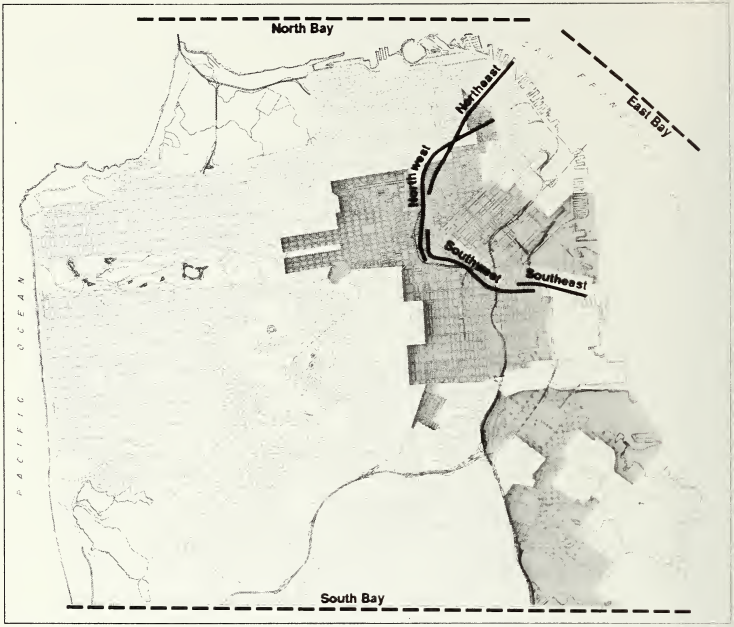
C. TRANSPORTATION AND CIRCULATION

The transportation setting for the Enterprise Zone project area comprises both regional-serving transportation facilities and local-serving facilities that operate within each Enterprise Zone community. Setting information focuses on transportation screenlines, or gateways to, from and within key quadrants of the City. Key transit lines are also described. Because the Enterprise Zone program does not specify what businesses would take advantage of the program and where they would locate, it is impossible to predict accurately where within a particular Enterprise Zone community new or additional trip-making activity would occur. Analysis of community-specific intersections, roadway segments or particular transit load points was therefore not conducted. However, trips from the Enterprise Zone to elsewhere in the City and region were estimated, as were their worst-case impacts on roadway and transit facilities leading to those destinations. The regional setting information presented here draws from baseline information for the City provided in the Mission Bay EIR./1/

REGIONAL ROADWAYS

A portion of the trip-making activity expected to be generated by the Enterprise Zone program would use regional roadways. A screenline concept can be used to describe the magnitude of vehicular travel to or from San Francisco and to compare estimated travel volumes by mode of travel to capacities available for each mode. Screenlines are hypothetical lines that would be crossed by persons traveling between the Enterprise Zone project area and other locations within the region. Four such screenlines are used for the vehicular portion of this analysis: Golden Gate Bridge, San Francisco - Oakland Bay Bridge (Bay Bridge), and U.S. 101 and Interstate 280 at the San Francisco / San Mateo County line. These screenlines are illustrated in Figure III.C.1. The existing screenline data presented in the Mission Bay EIR are based largely on 1985 traffic data. In order to update these data, the 1990 baseline conditions were estimated by interpolating between the 1985 existing conditions volumes and the year 2000 projections of the Mission Bay EIR.

The Loma Prieta earthquake of October, 1989 has had notable effects on the regional transportation network. It is expected that by the Enterprise Zone horizon year, many of the damaged facilities will be repaired, while the remaining facilities will be replaced. A summary of the current status of the earthquake-damaged facilities follows:



SOURCE: Environmental Science Associates, Inc.

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Figure III.C.1
Vehicular and Transit Screenlines

- One span of the upper deck of the Bay Bridge collapsed. The repairs were completed one month after the earthquake and traffic operations have returned to pre-earthquake patterns.

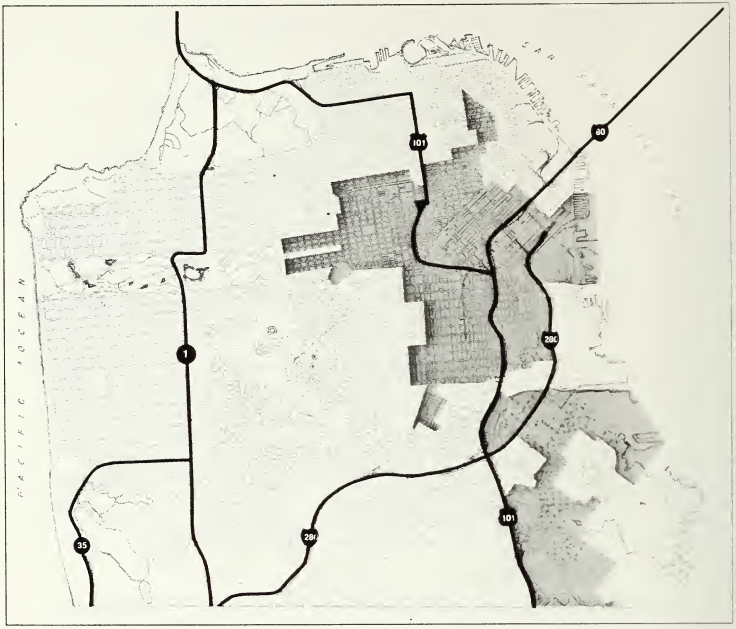
- The double-decked Cypress structure on I-880 near downtown Oakland collapsed. Approximately 1.5 miles of the structure, between 7th Street and the I-80/I-580/I-880 Distribution Structure, has since been removed. Traffic that previously used I-880 between I-980 and the Distribution Structure has been diverted to I-980/I-580 and/or local streets. Other changes include the closure of the MacArthur Street on-ramp to westbound I-580 (to improve traffic flow through the Distribution Structure) and operational changes, such as restriping of freeway connectors, widening of freeways and progressive signal timing on local streets.

  Four alternatives to replace the eight-lane freeway that existed before the earthquake have since been assessed in the I-880 / Cypress Replacement DEIR: 1) a no-build option (i.e., no replacment); 2) a replacement freeway in the Cypress Corridor; 3) a freeway in the Southern Pacific railroad corridor; and 4) a Transit/Transportation System Management (TSM) / freeway option./1/

- Within San Francisco, major damage to State Route 480 (Embarcadero Freeway) and portions of I-280 and U.S. 101 resulted in closure of portions of these facilities. The Embarcadero Freeway is currently being demolished; however, plans for the replacement roadway have not been made final. The replacement roadway is expected to be constructed within the existing Embarcadero right-of-way. The "terminal separator", the system of ramps that connects the waterfront portion of the Embarcadero Freeway to the Bay Bridge, will also be demolished and rebuilt, starting as early as the summer of 1991./2/ The closed portions of I-280 (between U.S. 101 and the Army Street ramps) and U.S. 101 (the half-mile extension where the roadway drops down to Franklin and Gough Streets) will remain closed at least until the spring of 1993, according to Caltrans./2/

Therefore, the interpolation estimates that were proposed for this EIR represent the likely 1990 conditions without the diversions caused by the Loma Prieta earthquake, since many of the traffic patterns attributable to the earthquake are considered temporary. It is expected that travel at most of the critical screenlines will return to pre-earthquake patterns by the Enterprise Zone horizon year. Therefore, the interpolated 1990 volumes provide a useful database for year-2005 conditions. Where actual 1990 data are available, they are presented, but they are used for purposes of describing average daily traffic flow in a qualitative way.

Regional vehicular access to the Enterprise Zone communities is provided via the Golden Gate Bridge to the north, U.S. 101 and Interstate 280 to the south, and the Bay Bridge to the east. Major arterials within each of the seven Enterprise Zone communities provide the primary local vehicular connection to the freeways and bridges. These major roadways are shown in Figure III.C.2.



0 2
Miles

SOURCE: Environmental Science Associates, Inc.

S.F. Enterprise Zone ■

Figure III. C.2
Primary Vehicular Corridors
Serving the Enterprise Zone

The operational characteristics of San Francisco's bridges and freeways have been analyzed using the Level of Service (LOS) concept to describe the relationship of traffic volume to capacity on these facilities. Level of Service is a qualitative measure of the effects of traffic volumes (in relation to capacity) on operating speed, travel time, traffic flow interruptions, freedom of maneuverability, safety and convenience. Six LOS designations, A through F, identify the operational characteristics on a highway or street under a variety of conditions. Definitions of these levels of service, including the related volume-to-capacity (V/C) ratios, are presented in Table III.C.1. A summary of current conditions on the key screenline facilities is presented below.

Golden Gate Bridge

The Golden Gate Bridge (Route 101 North), consisting of six travel lanes, provides for vehicular traffic flow between San Francisco and Marin County and other destinations to the north.

During peak travel periods, four travel lanes on the bridge are provided for the peak direction of travel and two lanes are provided for the off-peak direction. This procedure, known as contra-flow or reversible lanes, is accomplished by reversing the use of lanes between Doyle Drive and the north end of the bridge. During the off-peak periods, three travel lanes in each direction are provided. Southbound (inbound) traffic is metered by the toll plaza at the southern end of the bridge. Bridge capacity available to serve northbound traffic is metered by the roadways at the southern end of the bridge and, to a lesser extent, by the toll plaza, because this is the free direction of travel.

During the p.m. peak hour and peak period, major traffic flow occurs in the northbound direction (outbound from the City). The bridge's northbound lanes carried almost 6,500 Vehicles Per Hour (VPH) in 1985; interpolated data for 1990 indicate about 6,725 VPH. On the basis of these volumes, the bridge operated at LOS D/E in 1985 and has deteriorated to a current LOS E.

San Francisco - Oakland Bay Bridge

The Bay Bridge (I-80) contains two roadway levels with five freeway lanes in each direction. Eastbound traffic uses the lower level, westbound traffic the upper level. At

TABLE III.C.1: VEHICULAR LEVELS OF SERVICE FOR FREEWAYS

Level of Service	Description	Volume/Capacity (v/c) Ratio*
A	Level of Service A describes a condition of free flow, with low volumes and high speeds. Traffic density is low, with speeds controlled by driver desires, speed limits, and physical roadway conditions. There is little or no restriction in maneuverability due to the presence of other vehicles, and drivers can maintain their desired speeds with little or no delay.	0.00-0.60
B	Level of Service B is in the higher speed range of stable flow, with operating speeds beginning to be restricted somewhat by traffic conditions. Drivers still have reasonable freedom to select their speed and lane of operation. Reductions in speed are not unreasonable, with a low probability of traffic flow being restricted.	0.61-0.70
C	Level of Service C is still in the zone of stable flow, but speeds and maneuverability are more closely controlled by the higher volumes. Most of the drivers are restricted in their freedom to select their own speed, change lanes, or pass. A relatively satisfactory operating speed is still obtained.	0.71-0.80
D	Level of Service D approaches unstable flow, with tolerable operating speeds being maintained though considerably affected by changes in operating conditions. Fluctuations in volume and temporary restrictions to flow may cause substantial drops in operating speeds. Drivers have little freedom to maneuver, and comfort and convenience are low, but conditions can be tolerated for short periods of time.	0.81-0.90
E	Level of Service E cannot be described by speed alone, but represents operations at even lower operating speeds (typically about 30 to 35 mph) than in Level D, with volumes at or near the capacity of the highway. Operations in this level are extremely unstable, because there are virtually no usable gaps in the traffic stream. Even minor disruptions can produce a serious breakdown with extensive queuing.	0.91-1.00
F	Level of Service F describes forced or breakdown flow at low speeds (less than 30 mph), in which the freeway acts as storage for queues of vehicles backing up from a restriction downstream. Speeds are reduced substantially and stoppages may occur for short or long periods of time because of downstream congestion. In the extreme, both speed and volume can drop to zero.	>1.00

*Capacity is defined as Level of Service E.

SOURCE: Environmental Science Associates, Inc. from information in the Highway Capacity Manual, Special Report 87, Highway Research Board, 1965.

the eastern end of the bridge an 18-lane toll plaza and metering lights, just west of the plaza, control the volume of westbound vehicles on the bridge. Two to three travel lanes of the I-80 freeway extend in each direction through the distribution structure joining I-80 with I-580 and then I-880 (Nimitz Freeway).

Access to and from the bridge in San Francisco is via the I-80 freeway, which is on viaduct and has three lanes in each direction. Auxiliary lanes are provided near interchanges to serve the on- and off-ramps. During the p.m. peak hour, the major traffic flow along the bridge occurs in the eastbound direction. About 9,450 VPH crossed the bridge in the eastbound direction in the p.m. peak hour in 1985; the interpolated 1990 volumes are approximately 9,530 VPH. On the basis of these volumes, the bridge operated at LOS E during the p.m. peak hour in 1985 and currently operates at the same LOS.

U.S. Highway 101 and I-280

U.S. 101 and I-280 provide access between the City and points to the south. In conjunction with I-380 in northern San Mateo County, these freeways provide two alternate paths for persons traveling to San Mateo or Santa Clara Counties. U.S. 101 also provides access to the north, via the Golden Gate Bridge. The capacities of U.S. 101 and I-280 are affected by the physical design of their interchange within San Francisco (the Alemany interchange), which is south of Army Street.

At the San Mateo County line, U.S. 101 consists of eight lanes, with four lanes in each direction. North of the County line, at approximately Paul Avenue, the freeway narrows to three lanes in each direction through the I-280 interchange and north to Army Street. Interstate-280 consists of three lanes in each direction north of, and through, the Alemany interchange. West of the interchange, I-280 widens to four through lanes, plus auxiliary lanes, in each direction. At the County line, it contains three lanes in each direction.

During the p.m. peak period, the predominant traffic flow along both freeways at the County line is in the southbound direction. In 1985, almost 6,900 vehicles were counted during the p.m. peak hour at the four-lane southbound section of U.S. 101, while nearly 5,000 vehicles were observed at the three-lane southbound section of I-280. The interpolated 1990 p.m. peak hour volumes are 7,230 and 5,320 for U.S. 101 and I-280, respectively.

Level of Service analyses provided in the Mission Bay EIR indicate that the freeway segment beginning as I-80 at the Bay Bridge and ending as U.S. 101 south of its interchange with I-280 operates at LOS F during the p.m. peak hour. Further south, at the San Francisco / San Mateo County line, operating conditions improve to LOS D. Poor operating conditions also exist on U.S. 101 in the northbound direction in San Francisco during the p.m. peak period. The traffic queue northbound on U.S. 101 and eastbound to the Bay Bridge extends from the Bay Bridge and I-80 south to the vicinity of Army Street. During the p.m. peak hour at the screenlines, I-280 operated at LOS B in 1985, and currently operates at LOS B/C with the 1990 interpolated volumes, while U.S. 101 operated at LOS D in 1985 and currently operates at LOS D/E, using the 1990 interpolated volumes.

A summary of the interpolated 1990 volumes and volume-to-capacity ratios at the vehicular screenlines is presented in Tables III.C.2 and III.C.3 for the p.m. peak period and hour, respectively. The interpolated 1990 traffic volumes, derived from the Mission Bay EIR, are probably somewhat higher than actual current volumes. Therefore, the 1990 volume-to-capacity ratios and corresponding levels-of-service are probably somewhat high, and the presented long-term future conditions are also somewhat high. However, the incremental contributions of growth between 1990 and 2005, as presented in the Impact section, are reasonably accurate.

REGIONAL AND LOCAL TRANSIT FACILITIES

Regional Facilities

Several regional transit agencies provide public transit service to San Francisco and the seven Enterprise Zone communities. The Bay Area Rapid Transit District (BART) provides commuter rail service to San Francisco from Alameda, Contra Costa and San Mateo Counties. The Peninsula Commute Service (CalTrain) provides rail service between San Francisco and San Jose. The Alameda - Contra Costa Transit District (AC-Transit) provides transbay motor coach service between San Francisco and the East Bay from a terminal at First and Mission Streets. The San Mateo County Transit District (SamTrans) provides commuter motor coach service to the City from San Mateo County. The Golden Gate Bridge, Highway and Transportation District (Golden Gate Transit - GGT) operates motor coach, ferry, subscription bus and ridesharing (vanpool) services between San Francisco and the counties of Marin and Sonoma.

TABLE III.C.2: PM-PEAK-PERIOD VOLUMES AND LEVELS-OF-SERVICE AT VEHICULAR SCREENLINES

Screenlines	Highway	1985 Mission Bay Volume	Interpolated 1990 Volume	1985 V/C Ratio/LOS	1990 V/C Ratio /LOS
North Bay	G.G. Bridge	12,800	13,310	0.89/D/E	0.92/E
East Bay	Bay Bridge	18,700	18,930	0.96/E	0.98/E
South Bay	U.S. 101	14,350	14,880	0.90/D/E	0.93/E
South Bay	I-280	10,325	10,990	0.64/B	0.69B/C

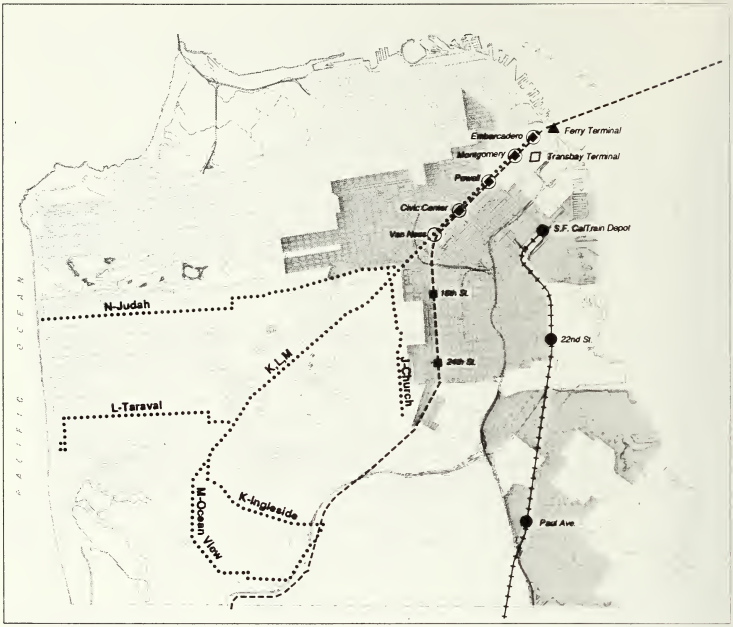
SOURCE: Mission Bay EIR and Environmental Science Associates, Inc.

TABLE III.C.3: PM-PEAK-HOUR VOLUMES AND LEVELS-OF-SERVICE AT VEHICULAR SCREENLINES

Screenlines	Highway	1985 Mission Bay Volume	Interpolated 1990 Volume	1985 V/C Ratio/LOS	1990 V/C Ratio /LOS
North Bay	G.G. Bridge	6,500	6,725	0.90/D/E	0.93/E
East Bay	Bay Bridge	9,450	9,530	0.97/E	0.98/E
South Bay	U.S. 101	6,875	7,230	0.86/D	0.90/D/E
South Bay	I-280	4,975	5,320	0.62/B	0.66B

SOURCE: Mission Bay EIR and Environmental Science Associates, Inc.

The analysis of transit facilities was carried out using screenlines, as was done in the analysis of vehicular movements. Four screenlines were designated that describe travel between the downtown and outlying areas of San Francisco: northeast, northwest, southeast and southwest. In addition, three regional screenlines were defined surrounding San Francisco, to measure travel to the North Bay, East Bay and South Bay. The transit screenlines and the locations of terminals and major transit corridors serving the Enterprise Zone communities are illustrated in Figures III.C.1 and III.C.3, respectively.



SOURCE: Environmental Science Associates, Inc.

S.F. Enterprise Zone ■

Figure III. C.3
Primary Regional Rail Transit Corridors and Terminals Serving the Enterprise Zone

The Mission Bay EIR characterizes the 1985 geographic distribution of transit travel, modes of travel, direction of travel, and the peaking characteristics for travel occurring during the 4:00 to 6:00 p.m. peak period and 4:30 to 5:30 p.m. peak hour./3/ The numbers of travelers on board the various public transit systems at the maximum load points for the routes or lines serving the City were based on counts provided by transit agencies.

Six LOS designations, A through F, identify the operational characteristics of a bus transit or rail transit system. Definitions of all six levels of service, including related volume-to-capacity (V/C) ratios, are presented in Table III.C.4. The 1985 and estimated 2000 Mission Bay EIR screenline volumes were used to develop interpolated 1990 estimated volumes for level-of-service analyses. Table III.C.5 presents a comparative summary of the 1985 and interpolated 1990 transit ridership characteristics. The table contains information for regional-serving and local-serving facilities. As shown, regional transit generally operates within acceptable levels-of-service (LOS D or better) during the p.m. peak period and peak hour.

Bay Area Rapid Transit District (BART)

BART provides 71.5 miles of rail rapid transit service in San Francisco, Alameda and Contra Costa Counties. Approximately 20 miles are in subway, 24 are elevated and 27 are at grade. End-of-the-line terminals for BART are in Daly City (just south of the San Mateo County line); Concord and Richmond in Contra Costa County; and Fremont in Alameda County. There are currently 34 BART stations in the entire system. Of these, four stations are within the Enterprise Zone communities: Powell Street; Civic Center; 16th Street / Mission Street; and 24th Street / Mission Street stations. Average station spacing within San Francisco is one-half to one mile.

On weekdays, BART operates 52 trains at 2-1/2 minute headways during the a.m. and p.m. peak periods. Train length varies from three cars to ten cars. Current ridership totals average about 207,200 trips per day, of which about 101,300 occur within the four-hour peak travel period (2 hours each in the a.m. and p.m.). Load factor objectives are 1.15 passengers per seat during the peak hour and 1.0 passenger per seat during the off-peak./4/

TABLE III.C.4: PASSENGER LEVELS OF SERVICE ON BUS AND RAIL TRANSIT

Level of Service	General Description	Passengers (r/c) Ratio/a/ Bus Transit	Rail Transit/b/
		0.00-0.50	0.00-0.65
A	Level of Service A describes a condition of excellent passenger comfort. Passenger loadings are low with less than 65 percent of the seats filled. There is little or no restriction on passenger maneuverability. Passenger loading times do not affect scheduled operation.		
B	Level of Service B is in the range of passenger comfort with moderate passenger loadings. Passengers still have reasonable freedom of movement on the transit vehicle. Passenger loading times do not affect scheduled operations.	0.51-0.75	0.66-1.00
C	Level of Service C is still in the zone of passenger comfort, but passenger maneuverability on the transit vehicle is beginning to be restricted. On rail transit, all the seats are filled. Relatively satisfactory operating schedules are still obtained as passenger loading times are not excessive.	0.76-1.00	1.01-1.50
D	Level of Service D approaches uncomfortable passenger conditions with tolerable numbers of standees. Passengers have restricted freedom to move about on the transit vehicle. Conditions can be tolerated for short periods of time. Conditions can begin to affect schedule adherence as the restricted freedom of movement for passengers requires longer loading times.	1.01-1.25	1.51-2.00
E	Level of Service E passenger loadings approach manufacturers' recommended maximums and passenger comfort is at low levels. Freedom to move about is substantially diminished. Passenger loading times increase as mobility of passengers on the transit vehicle decreases. Schedule operation is difficult to maintain at this level.	1.26-1.50	2.01-2.50
F	Level of Service F describes crush loadings. Passenger comfort and maneuverability are extremely poor. Crush loadings lead to deterioration of scheduled operations through substantially increased loading times.	1.51-1.60	2.51-3.00/c/ 3.01-3.80/d/

/a/ Passengers per seat capacity is defined as Level of Service E.
/b/ Fifty percent standees reflects a load factor of 1.5 passengers per seat.
/c/ Scheduled load.
/d/ Crush load.

SOURCE: Environmental Science Associates, Inc. from information in the Interim Materials on Highway Capacity, Transportation Research Circular 212, pp. 73-113, Transportation Research Board, 1980

TABLE III.C.5: 1990 AND 2005 INTERPOLATED OUTBOUND TRANSIT RIDERSHIP, CAPACITY, AND LEVELS OF SERVICE AT SCREENLINES

	1985				Interpolated 1990			
Screenline	Riders	Capacity/a/	R/C/b/	LOS/c/	Riders	Capacity/d/	R/C/b/	LOS/c/
Northeast								
• Muni	13,300 (7,400)	10,900 (6,300)	1.22 (1.17)	D(D)	14,030 (7,800)	10,900 (6,300)	1.29 (1.24)	E(D)
Northwest								
• Muni	13,600 (8,700)	12,000 (7,000)	1.13 (1.24)	D(D)	14,175 (9,050)	12,000 (7,000)	1.18 (1.29)	D(E)
Southwest								
• Muni	21,500 (12,250)	18,700 (10,900)	1.15 (1.12)	D(D)	22,225 (12,650)	18,700 (10,900)	1.19 (1.16)	D(D)
Southeast								
• Muni	5,600 3,250	4,970 (2,920)	1.13 (1.11)	D(D)	5,840 (3,390)	4,970 (2,920)	1.18 (1.16)	D(D)
North Bay								
• Golden Gate Bus	5,600 3,800	8,500 (5,500)	0.66 (0.69)	B(B)	7,010 (4,766)	8,500 (5,500)	0.82 (0.87)	C(C)
• Golden Gate Ferry	1,200 (900)	2,300 (1,400)	0.52 (0.64)	B(B)	1,400 1,050	2,300 (1,400)	0.61 (0.75)	B(B)
East Bay								
• AC Transit	11,600 (7,800)	13,800 (9,200)	0.84 (0.85)	C(C)	13,630 (9,160)	13,800 (9,200)	0.99 (1.00)	C/D(C/D)
• BART	24,900 (14,200)	19,000 (10,900)	1.31 (1.30)	C(C)	31,530 (18,090)	(19,000) (10,900)	(1.65) (1.66)	D(D)

TABLE III.C.5: 1990 AND 2005 INTERPOLATED OUTBOUND TRANSIT RIDERSHIP, CAPACITY, AND LEVELS OF SERVICE AT SCREENLINES (continued)

Screenline	1985 Riders	1985 Capacity/a/	1985 R/C/b/	1985 LOS/c/	Interpolated 1990 Riders	Interpolated 1990 Capacity/d/	Interpolated 1990 R/C/b/	Interpolated 1990 LOS/c/
South Bay								
• BART	11,000 (6,500)	19,600 (9,200)	0.56 (0.71)	A(B)	11,600 (6,920)	19,600 (9,200)	0.59 (0.75)	A(B)
• CalTrain	3,500 (2,300)	6,100 (4,050)	0.57 (0.57)	A(A)	3,550 (2,330)	6,100 (4,050)	0.58 (0.58)	A(A)
• SamTrans	1,900 (1,600)	2,600 (1,900)	0.73 (0.84)	B(C)	2,250 (1,840)	2,600 (1,900)	0.87 (0.97)	C(C)

NOTES: Data are represented as follows: Peak Period (Peak Hour)

/a/ For consistency of this analysis, the unit of seats has been used to define capacity.
/b/ Riders-per-seat provided.
/c/ Levels of Service, as defined in Transportation Research Board Circular 212.
/d/ Includes travelers to southeast and southwest San Francisco and San Mateo County.

SOURCE: Environmental Science Associates, Inc.

In part of the p.m. screenline analysis, the ratios of passengers to seats on BART were calculated for two locations. For the East Bay screenline, the figures represent conditions on eastbound trains leaving the Embarcadero Station and entering the transbay tube. For the South Bay screenline, the figures represent conditions on westbound trains leaving the Civic Center. Travelers to southeast and southwest San Francisco were, therefore, included in these demand figures in order to describe the most congested point for westbound p.m. peak trains. During the p.m. peak hours in 1985, BART trains to Richmond, Concord and Fremont operated at an average LOS C, while BART trains to Daly City operated at LOS B. On the basis of interpolated 1990 data, BART operates at LOS D and B during the p.m. peak hour at the East and South Bay screenlines, respectively. During the p.m. peak period, BART currently operates at LOS D at the East Bay screenline and LOS A at the South Bay screenline.

CalTrain

Peninsula Commute Service (CalTrain) extends from the San Francisco terminal at Fourth and Townsend Streets in the South of Market community area south through San Mateo and Santa Clara Counties and terminates in the City of San Jose. The Southern Pacific Transportation Company (SP) operates the trains under contract to the California Department of Transportation (CalTrans).

CalTrain currently operates 52 train trips (26 in each direction) per weekday between San Jose and the San Francisco station at Fourth and Townsend Streets. Thirty-five, or approximately 67 percent, of the 52 train trips are concentrated within the morning and afternoon peak periods. Ridership currently (1990) totals 21,000 passengers per weekday./5/ The San Francisco terminal is the point where the largest number of passengers board CalTrain during the p.m. peak period and hour. During the p.m. peak period and hour, CalTrain passengers originate primarily from the City's downtown area. On average, CalTrain's southbound trains operated at LOS A when departing from the San Francisco terminal during the p.m. peak period and peak hour, according to 1985 data provided in the Mission Bay EIR. On the basis of 1990 interpolated volumes, CalTrain continues to operate at LOS A during both the p.m. peak hour and peak period.

- In 1991, CalTrain operates 54 train trips (27 in each direction) per weekday between San Jose and the San Francisco station at Fourth and Townsend Streets. Thirty-seven, or approximately 69 percent, of the 54 train trips are concentrated within the morning and afternoon peak periods. In 1991, ridership ranges from 21,000 to 22,000 passengers per weekday./5a/

Alameda - Contra Costa Transit District (AC Transit)

AC Transit's service area extends from San Pablo Bay to the north to the southern limits of the City of Fremont. Transbay bus service is provided between western Alameda and

Contra Costa Counties and the Transbay Terminal at First and Mission Streets in downtown San Francisco. AC Transit's service is oriented primarily to commuters, with twenty-six transbay routes in operation during peak hours. In the p.m. peak, AC Transit buses depart from the Transbay Terminal in San Francisco. AC Transit's load factor objective is 1.25 passengers per seat during peak periods./6/

The Mission Bay EIR screenline analysis indicates that AC Transit buses operated at LOS C during both the p.m. peak hour and p.m. peak period in 1985. On the basis of interpolated 1990 volumes, AC Transit buses have deteriorated to LOS C/D during both the p.m. peak period and hour. AC Transit routes serving San Francisco record their maximum volumes when the buses depart from the Transbay Terminal.

San Mateo County Transit District (SamTrans)

SamTrans provides regional and local bus services in San Mateo County and portions of San Francisco. Approximately 200 bus trips per day are made between San Francisco and San Mateo County. SamTrans operates three (all-day) mainline routes and five commuter-hour routes to downtown San Francisco. Approximately 12,800 passenger trips per day currently come into San Francisco./7/ Although all of SamTrans' mainline bus routes and three of the commuter bus routes terminate at the Transbay Terminal, the buses also stop along Mission Street for boarding and alighting passengers.

The Mission Bay EIR screenline analysis indicates that SamTrans inter-county routes operated at LOS C during the p.m. peak hour and LOS B during the two-hour p.m. peak period. On the basis of 1990 interpolated volumes, SamTrans currently operates at level-of-service C during the p.m. peak hour and period. The maximum p.m. peak volumes on SamTrans routes departing from San Francisco occur when the buses reach their first stop for alighting in San Mateo County.

Golden Gate Bridge Highway and Transportation District (Golden Gate Transit)

Golden Gate Transit operates or provides a variety of transit and ride-sharing modes between Sonoma and Marin Counties and downtown San Francisco. The District operates buses and ferries and organizes subscription buspools and vanpools. Golden Gate Transit buses operate from the Transbay Terminal with most of their service through

San Francisco's Financial District. Golden Gate ferries dock at the Ferry Building, at the foot of Market Street.

The District currently provides 23 transbay bus routes (18 commute and 5 basic) into San Francisco per day. Daily ridership totals 17,500 passenger trips, with 12,000 passengers riding the commuter service. The District's load factor objective is 1.0 passenger per seat./8/ The District also provides ferry service from Larkspur and Sausalito to San Francisco. The Larkspur Ferry makes 28 trips per day and the Sausalito Ferry makes 20 trips per day to and from the City. Ridership totals 3,500 persons per day on the Larkspur Ferry and 2,000 persons per day on the Sausalito Ferry./9/

The Mission Bay EIR screenline analysis indicates that Golden Gate buses and ferries operated at LOS B throughout the p.m. peak period in 1985. On the basis of 1990 interpolated volumes, the Golden Gate buses operate at LOS C during both the p.m. peak hour and period, while the Golden Gate Ferry operates at LOS B during both the p.m. peak period and hour. During the p.m. peak period, both the buses and ferries record their maximum passenger volumes.

CITYWIDE TRANSIT FACILITIES

The San Francisco Municipal Railway (MUNI) operates light rail vehicles, diesel buses, electric buses (trolleys) and cable cars in the City and County of San Francisco. MUNI currently operates 78 routes, of which 52 operate in and out of downtown San Francisco. There are three cable car, 17 trolley coach, five metro and 53 motor coach routes currently in operation./10/ Express service is provided on eleven radial lines and limited stop service on four (38L, 71L, 66L and 14L). Current ridership totals 760,000 passenger trips per day.

The MUNI surface transit system is organized on a grid network that provides crosstown as well as downtown service. The crosstown buses make it possible to travel between the outer districts without heading into the downtown area to transfer. Also, special ballpark service to Candlestick Park is provided when games are held. The MUNI Metro is a light rail system that operates underground along Market Street. Its five lines provide service to the southwestern districts of the City.

MUNI operates three schedules: weekday, Saturday, and Sunday and holidays. Weekday service is separated into four periods: peak, midday (base), evening and late night (Owl).

Most bus lines begin service at about 6:00 a.m. and make their final runs between 12:00 and 1:00 a.m. MUNI provides 24-hour service on a limited basis. Of the total 78 routes, 14 operate at peak periods only. Fifteen Owl routes operate between 1 a.m. and 5 a.m. Schedules are revised approximately four times a year./11/

Midday service forms the principal route structure of the MUNI system. Most crosstown and feeder routes operate at midday schedules even during peak hours. Additional service is provided during peak periods to favor trips into downtown in the a.m. peak and out from downtown in the p.m. peak. Peak scheduled capacity on MUNI is estimated currently at over 50,000 passengers per hour outbound between 5 and 6 p.m./11/

The Mission Bay EIR screenline analysis conducted in 1985 compared p.m. peak-period travel demand on MUNI routes outbound from the downtown against the capacity provided by the MUNI routes, grouped according to the four areas of San Francisco they serve. MUNI routes were grouped by screenline on the basis of the location of the majority of the routes' alignment or stops within the northeast, northwest, southwest and southeast areas of San Francisco. The maximum load point for each of the MUNI routes was used to establish the alignment of the screenline.

The Mission Bay EIR analysis indicates that during the p.m. peak hour and peak period, MUNI routes crossing the screenlines around the downtown operated at a generally acceptable LOS D. The maximum load points generally occurred close to the boundary of the downtown area, with some of the routes recording maximum p.m. peak volumes within the downtown area and others just outside the area. Demand and capacity figures are interdependent because some MUNI routes serve both the northeast and southeast parts of the City, while other routes serve both the northwest and northeast. As shown in Table C.III.5, p. III.40, the interpolated 1990 volumes indicate that the northeast screenline has deteriorated to LOS E during the p.m. peak period, while the northwest screenline has deteriorated to LOS E during the p.m. peak hour.

ENTERPRISE ZONE COMMUNITY ROADWAYS AND TRANSIT FACILITIES

Each of the seven Enterprise Zone communities has unique traffic and transit characteristics, opportunities and constraints. The majority of these communities are well served by public transit services and have good access to regional roadways and transit facilities. A summary of the key traffic and transportation characteristics of each of the seven Enterprise Zone communities follows.

South Bayshore

This community is generally bounded by Napoleon Street and the Islais Creek Channel to the north, the San Francisco / San Mateo County line to the south, U.S. 101 to the west, and an irregular boundary on the east following census tract and census block boundaries. Regional access is provided by U.S. 101, which skirts the western boundary of the community area, and I-280, which traverses the northwestern corner of the community. Most of the local roadway network is laid out in a typical urban grid pattern; however, a number of non-linear streets exist. U.S. 101 is accessible from five points within the community: at the Army Street interchange; the Alemany Boulevard interchange; the Silver Avenue interchange; the Paul Avenue connection; and the Third Street interchange. Interstate 280 is accessible from two interchanges within the community: Army Street and U.S. 101.

Third Street is the primary local arterial in the community. It traverses the community in a north-south direction between U.S. 101 to the south and the Islais Creek Channel to the north. It consists of six travel lanes, with on-street parking available along the curb lanes for most of its length. Third Street is also an alternative route in and out of the downtown area for many drivers when U.S. 101 is congested (now every day, as long as the neighboring section of I-280 remains closed due to earthquake damage). Many of the community's crosstown streets intersect Third Street at oblique angles, which presents difficult maneuvering at a number of intersections. The most recent traffic count data from the Traffic Engineering Division of the San Francisco Department of Parking and Traffic (DPT) reveal northbound volumes of about 9,930 Vehicles Per Day (VPD) in 1990 and southbound volumes of approximately 12,700 VPD, for a total ADT of about 22,630 vehicles.

Public transit service in this outlying community is not as extensive as in other parts of the City. Bus and commuter rail service is provided by Muni and CalTrain, respectively. The Paul Avenue CalTrain station provides access to rail transit service between San Francisco and points south along the peninsula. MUNI operates four crosstown bus lines (lines 23, 24, 44 and 54) and two downtown lines (lines 15 and 19) within the South Bayshore community.

The Mission District

As identified in the Enterprise Zone application, this community straddles U.S. 101 between 17th Street to the north and Army Street to the south. It is bounded on the west by

Dolores and Valencia Streets and on the east by I-280. Regional access to the community is provided primarily by U.S. 101 and I-280. U.S. 101 has an interchange at Army Street and an off-ramp (northbound) at Mariposa Street. Interstate 280 has interchanges serving the community at Mariposa Street and at 25th Street. Most of the local roadway network is laid out in a typical grid pattern.

Potrero Avenue is a major north/south thoroughfare within the community, consisting of six travel lanes, with on-street parking available along the curb lanes. Potrero Avenue also serves as a primary connector to U.S. 101. The exit ramp from U.S. 101 southbound is at the Army Street interchange across Potrero Avenue, while the southerly terminus of Potrero Avenue serves as an on-ramp to U.S. 101 southbound. It is generally acknowledged that the southbound lanes approaching the U.S. 101 on-ramp operate at poor levels-of-service during p.m. peak periods. The most recent DPT traffic count data available (1990) indicate that northbound volumes reach approximately 11,600 VPD, while southbound volumes (closest to the connection with U.S. 101) exceed 14,500 VPD, for a total ADT of about 26,100 vehicles. Dolores and Mission Streets are also important north-south roadways within the community.

Army Street is a major east/west thoroughfare in the area, providing access to U.S. 101 and I-280. It is a six-travel-lane, divided roadway with on-street parking on both sides. The southbound U.S.101 on-ramp at Army Street merges with the on-ramp from Potrero Avenue and is also generally very congested during p.m. peak periods. Recent DPT (1990) traffic count data for Army Street reveal that eastbound volumes reach approximately 22,800 VPD and westbound volumes reach 20,500 VPD, for a total ADT of about 43,300.

Public transit service in the community is extensive. Service is provided by BART, MUNI, CalTrain and SamTrans. BART can be accessed at the 24th and 16th Street stations for travel to Daly City, the downtown area, or the East Bay. CalTrain provides service to the community through its 22nd Street station, near I-280. SamTrans, which passes through the community along South Van Ness Avenue, provides service to points south along the peninsula, as does CalTrain. MUNI bus service in the area consists of eight downtown lines (lines 9, 12, 14, 14L, 19, 26, 27 and 49) and four crosstown lines (lines 22, 33, 48 and 53).

South of Market

This community is bounded to the north by Market Street and to the south by Townsend and 17th Streets. The community extends as far west as Dolores Street and is bounded to the east by Third Street. Regional access to the community is provided through U.S. 101, I-280 and I-80. There are interchanges with U.S. 101 at Ninth/Tenth Streets and Van Ness Avenue. Interchanges with I-80 in the community are at Fourth/Fifth and Seventh/Eighth Streets, and there is an off-ramp/on-ramp pair for I-280 at the southern end of Sixth Street, and an off-ramp at Fourth and Berry Streets.

The major north/south arterials (i.e., Potrero Avenue, South Van Ness Avenue and Mission Street) of the Mission District as far west as Mission Street continue north into the South of Market area until they reach U.S. 101 (the Central Skyway), at which point they extend northeast to form a grid pattern at an approximately 45-degree offset from the grid pattern south of the Central Skyway. Most of the local roadway network is a typical urban grid pattern, except for the non-linear streets in the transition area near the Central Skyway.

Market Street is a four-travel-lane roadway that facilitates traffic flow through the City's downtown area. Volumes on Market Street in the downtown area are much lower than those recorded west of Van Ness Avenue. Market Street ADTs are approximately 17,180 VPD in the downtown area, while outside the downtown core, ADTs along Market Street exceed 39,500 VPD, according to recent (1990) DPT information.

Extensive public transit service in the community is provided by BART, MUNI, Golden Gate Transit, AC Transit, SamTrans and CalTrain. The BART / MUNI Metro subway runs below Market Street. At the Van Ness Avenue / Market Street intersection, the BART subway alignment turns to extend south beneath Mission Street. There are BART and MUNI Metro stations at the Civic Center and at Powell Street, and a MUNI Metro station on Market Street at Van Ness Avenue. There is an additional BART station in the community at the intersection of Mission and 16th Streets. The only CalTrain station within this community is the main terminal on Townsend at Fourth Street. It provides commuter rail service to the peninsula and other points south. MUNI bus service in the area consists of sixteen downtown lines (lines 8, 9, 9X, 9AX, 9BX, 12,14, 14L, 14X, 15, 16X, 26, 27, 30, 45 and 76) and eight crosstown lines (lines 19, 22, 32, 33, 42, 47, 49

and 53). AC Transit provides bus service to the East Bay, while Golden Gate Transit provides bus service to Sonoma and Marin counties. SamTrans mainline bus routes and three of the commuter bus routes terminate at the Transbay Terminal; however, the buses also stop along Mission Street for boarding and alighting passengers. This community has the widest range of public transportation services of all of the seven Enterprise Zone communities.

North of Market

This community is bounded on the north by Bush and California Streets and on the south by Market Street. The western boundary is marked by Van Ness Avenue and Leavenworth Street, while Powell and Mason Streets represent the eastern boundary. There is no direct freeway access to this community.

The local roadway network is primarily an urban grid except for Market Street, which traverses the City in a northeast-southwest direction. The majority of the roadways in the community consist of three lanes and are one-way. Geary and O'Farrell Streets are the primary east-west thoroughfares within the community. Van Ness Avenue, the primary north-south roadway within the community, consists of six travel lanes with on-street parking on both sides of the roadway. Recent DPT counts (1990) on Van Ness Avenue near McAllister Street reveal northbound volumes of about 43,100 VPD and southbound volumes of 38,900 VPD, for a two-way total of 82,000 VPD. The remaining north-south traffic is distributed fairly evenly among the north-south roadways.

Extensive public transit coverage in the community is provided by BART, MUNI, Golden Gate Transit and the San Francisco cable car system. BART and MUNI Metro have combined stations on Market Street at the Civic Center and Powell Street. Golden Gate Transit provides bus service to Sonoma and Marin counties. Cable car lines available in the community are the Powell-Mason and Powell-Hyde lines. MUNI bus service in the community consists of eighteen downtown lines (lines 1AX, 1BX, 2, 3, 4, 5, 9, 16X, 21, 27, 31, 31AX, 31BX, 38, 38L, 38AX, 38BX and 76) and three crosstown lines (lines 9, 47 and 49).

Chinatown

This community is north of the downtown area of the City. It is bounded on the west by Powell and Mason Streets and on the east by Montgomery Street. The southern edge of the

community is along California and Washington Streets, while Columbus Avenue forms the northern boundary. Regional access to the area is facilitated through the primary arterials, since no direct freeway access is available.

Except for Columbus Avenue, which extends diagonally, the local roadway network is laid out in a typical grid pattern. Columbus Avenue is a northwest/southeast roadway that connects San Francisco's Fisherman's Wharf area to North Beach, Chinatown and the Financial District. It connects with Marina Boulevard in the Marina District via Bay Street and extends to U.S. 101 and the Golden Gate Bridge. The major east-west thoroughfare within the community is Broadway, which enters a tunnel section under Russian Hill on the western edge of the community. Grant Avenue, a northbound one-way street with parking on both sides, marks the center of the Chinatown commercial area. This street is heavily traveled by pedestrians.

Extensive public transit service in the area is provided by MUNI and the cable car system. Chinatown residents have access to all three cable car lines: Powell-Mason, Powell-Hyde and California Street. MUNI bus service in the area consists of nine downtown lines (lines 1, 9X, 9AX, 9BX, 15, 30, 30X, 41 and 45) and one crosstown line (line 83).

Chinatown is the most pedestrian-oriented of the seven Enterprise Zone communities. Walking is a significant mode of travel for residents, workers and visitors.

Mission Bay

The Mission Bay community is southeast of the South of Market area, in the China Basin area. It is bounded on the northwest by Townsend Street and on the south by Mariposa Street. The western boundary is marked by Vermont Street, while the eastern boundary is San Francisco Bay. Regional access to the area is provided by I-280, which has ramps at Fourth and at Sixth Streets. Access to I-80 is available through the South of Market area.

The major north-south thoroughfare within the community is Third Street, a six-travel-lane divided roadway, with parking available along the curb lanes. Third Street is a heavily traveled route to and from the downtown area. The local roadway network consists of two grids, which meet at an oblique angle in the southwestern portion of the community.

Public transit service in the community is provided by MUNI and CalTrain. MUNI bus service in the area consists of one downtown line (line 15) and five crosstown lines (lines 19, 22, 32, 42 and 53). The CalTrain station, which serves the downtown communities of San Francisco, is on the northern border of the Mission Bay community at Townsend and Fourth Streets.

Western Addition

The Western Addition community is west of the Civic Center area. It is bounded on the north by Sutter and Fulton Streets and on the south by Waller Street and Duboce Avenue. The western boundary is marked by Baker and Stanyan Streets, while the eastern boundary is marked by Market Street and Van Ness Avenue. Regional access to the area is available at the Fell-Oak interchange with U.S. 101. The U.S. 101 northbound ramps exit at Fell Street and eastbound access to U.S. 101 is from Oak Street at Octavia. The Gough Street / Franklin Street on-ramp/off-ramp pair is still out of service, as a result of earthquake damage.

The local roadway network is primarily a typical grid pattern; however, several non-linear streets do exist. The major east-west thoroughfares of the community are Fell Street, Oak Street and Geary Boulevard. The major north-south thoroughfares are Divisadero Street, Masonic Boulevard and Van Ness Avenue. Fell and Oak Streets form an east/west couplet, with Fell Street carrying the westbound traffic and Oak Street carrying the eastbound traffic. Both streets are four-travel-lane roadways during peak periods and three-travel-lane roadways during the off-peaks. On-street parking is allowed during the off-peak periods. Both Fell and Oak Streets run parallel to the Golden Gate Park Panhandle, ending at the Park's entrance. Recent DPT counts along Fell Street near Laguna Street (1990) indicate average daily traffic volumes of about 39,420 vehicles, while volumes along Oak Street near Laguna Street exceed 46,300 ADT.

Geary Boulevard is a six-travel-lane, east/west divided roadway and partial expressway that carries traffic into San Francisco's downtown area. It is a major transit route between the downtown and the Richmond District of the City. Recent DPT counts (1989) taken along the expressway segment of the Boulevard (between Masonic and Gough) reveal eastbound volumes of approximately 23,700 VPD and westbound volumes of almost 18,300 VPD, for a total ADT volume of about 42,000 vehicles.

Divisadero Street is a four-travel-lane, two-way north/south roadway that facilitates traffic flow between Market and Lombard Streets. On-street parking is available along its entire length. Divisadero Street intersects with Bush Street, Geary Boulevard, Fell Street and Oak Street (all east/west thoroughfares). 1990 DPT counts along Divisadero Street near Eddy Street reveal northbound volumes of about 12,700 VPD, while southbound volumes exceed 12,300 VPD, for a total ADT of about 25,000 vehicles.

The portion of Masonic Boulevard designated as a major thoroughfare is a six-travel-lane, north/south undivided roadway. It intersects with Fell Street, Oak Street, Geary Boulevard and Bush Street (all major east/west thoroughfares). The most recent DPT counts available (1988) indicate northbound volumes of almost 12,100 VPD and southbound volumes of about 16,900 VPD along the corridor between Fell and Bush, north of the Golden Gate Panhandle, for a total ADT of approximately 29,000 vehicles.

Van Ness Avenue provides a major north/south route through the City, with connections to U.S. 101 and I-80. It is a six-travel-lane divided thoroughfare with on-street parking. The most recent DPT counts available (1990) indicate northbound volumes of about 43,100 VPD and southbound volumes of 38,900 VPD, for a total ADT of approximately 82,000 vehicles.

Public transit service is provided by BART, MUNI and Golden Gate Transit. The community has access to a MUNI Metro station at the intersection of Van Ness Avenue and Market Street, while access to BART is provided three blocks east of the southeast corner of the Western Addition. MUNI bus service consists of nine downtown lines (lines 5, 6, 7, 8, 16X, 21, 66, 71 and 73) and six crosstown lines (lines 22, 24, 33, 42, 47 and 49).

NOTES - Transportation and Circulation

/1/ I-880 Cypress Replacement, Oakland, CA DEIR/DEIS, U.S. Department of Transportation, Federal Highway Administration, Caltrans, November 1990.

/2/ San Francisco Chronicle, Friday, March 8, 1991, Page A-16

/3/ Mission Bay Final EIR, Vol. II, 86.505EMTZ, certified August 23, 1990.

/4/ Marty Birkenthal, Transportation Research Engineer, BART, telephone conversation, November 5, 1990.

/5/ Jim Horton, Engineer Rail Operations, Peninsula Commute Service, telephone conversation, November 5, 1990.

/5a/ Jeffrey Abraham and Eric Schatmeier, Peninsula Commute Service, telephone conversations on service and ridership, respectively, August 8, 1991; see also CalTrain timetable, June 1, 1991.

/6/ Howard Jeffries, Scheduler, AC Transit, telephone conversation, November 6, 1990.

/7/ Jim Dehart, Planner, SamTrans, telephone conversation, November 5, 1990.

/8/ Al Zahradnik, Marketing Associate, Golden Gate Bridge Highway and Transportation District, telephone conversation, November 5, 1990.

/9/ Linda Mitchell, Marketing Associate, Golden Gate Bridge Highway and Transportation District, telephone conversation, November 5, 1990.

/10/ Bob Fossa, Statistician, San Francisco Municipal Railway, telephone conversation, November 5, 1990.

/11/ San Francisco Municipal Railway Short-Range Transit Plan, prepared by the Public Utilities Commission Planning and Development Unit, August 1987, pp. 11 - 16.

D. AIR QUALITY

AIR QUALITY REGULATIONS, PLANS, AND POLICIES

Air quality is controlled through the regulation of ambient air quality concentration standards and enforcement of air pollutant emission limits for individual sources. The 1970 federal Clean Air Act required the U.S. Environmental Protection Agency (EPA) to identify National Ambient Air Quality Standards (NAAQS) to protect public health and welfare. NAAQS have been established for ozone (O_3), carbon monoxide (CO), nitrogen dioxide (NO_2), sulfur dioxide (SO_2), respirable particulate matter (PM_{10}), and lead (Pb), the so-called "criteria" air pollutants. The Clean Air Act Amendments of 1977 further required the states to identify areas that were in nonattainment of the NAAQS and to develop State Implementation Plans (SIPs) that demonstrated how nonattainment areas would be brought into compliance by 1982. Extensions for attainment were granted to 1987 upon EPA approval.

Air Basins, or portions thereof, are classified under the Clean Air Act as either "attainment" or "nonattainment" areas for each criteria air pollutant, based on whether or not the NAAQS for that pollutant have been achieved. The proposed project lies in

the San Francisco Bay Area Air Basin, an area that has been designated nonattainment for O_3 and CO./1/ Attainment status has been designated for the Air Basin for NO_2 and SO_2. The current NAAQS for suspended particulate matter has recently been

revised to apply to respirable particulates ten microns or less (PM_{10}) rather than to total suspended particulates (TSP). Attainment status has not yet been determined for the Bay Area, although San Francisco County has been designated Group III, which corresponds to less than a 20% chance of being designated non-attainment once more data have been collected./1/

California has adopted more stringent ambient standards for the above criteria air pollutants. In 1988, California passed the California Clean Air Act. This Act calls for the establishment of a program to secure air quality data for each Air Basin and to inventory and monitor air pollutants.

The Bay Area Air Quality Management District (BAAQMD) is the local agency empowered to regulate air pollutant emissions in the nine-county San Francisco Bay Area Air Basin. The BAAQMD regulates air quality through its permit authority over most types of stationary emission sources and through its planning and review activities. Currently, the BAAQMD is preparing a "Clean Air Plan" pursuant to the California Clean Air Act. Due in June 1991, this Plan is similar to an SIP, and the BAAQMD intends to submit it as part of California's new SIP, due in September 1991.

In 1982, an Air Quality Plan for the Air Basin, as required by the 1977 Clean Air Act Amendments, was adopted and incorporated into the current California SIP./2/ The 1982 Air Quality Plan describes the air pollution control strategies necessary to bring the Bay Area into attainment for all of the NAAQS by 1987. These strategies were developed on the basis of detailed subregional emissions inventories and projections, and mathematical models of air pollutant behavior, and consist of stationary- and mobile-source emission controls and transportation improvements. The BAAQMD, the Metropolitan Transportation Commission (MTC), and California Bureau of Automotive Repair are responsible for implementing these strategies. The 1987 deadline has passed and the Bay Area remains in nonattainment for O_3 and CO. Future Air Quality Plans (termed "Clean Air Plans," see above) for the Bay Area will be developed in conjunction with future amendments to the federal and California Clean Air Acts.

Effective January 1, 1989, the California Clean Air Act provides for the designation of districts (by pollutant) into three classes: moderate (defined as a district that the California Air Resources Board (ARB) determines can attain the State air quality

standards by December 31, 1994); serious (a district that the ARB determines cannot attain the State air quality standards until after December 31, 1994, but can attain them no later than December 31, 1997); and severe (a district that the ARB determines cannot attain the State air quality standards until after December 31, 1997, or is unable to identify an attainment date). In each case, the Act specifies strategies that must be adopted. In all cases, plans are required to demonstrate a five-percent reduction per year in district-wide emissions for each nonattainment pollutant or its precursors, unless the ARB determines that the alternative emission reduction strategy is equal to or more effective than district-wide emission reductions in improving air quality, or that despite inclusion of every feasible measure and an expeditious adoption schedule, the district is unable to achieve a five-percent reduction per year. The ARB and the BAAQMD are in the process of determining into which classification the BAAQMD falls. The BAAQMD expects to have a draft determination of the district's classification in February 1991 and a final determination by June 1991./3/

EXISTING AIR QUALITY

The BAAQMD operates a regional air quality monitoring network that provides information on average concentrations of those air pollutants for which State or federal agencies have established ambient air quality standards. A five-year summary of data collected at the BAAQMD monitoring stations most representative of the project Zone is shown in Table III.D.1, compared with the most stringent corresponding federal or State ambient air quality standards. Comparison of these data with those from other BAAQMD monitoring stations indicates that San Francisco's air quality is among the least degraded of all the developed portions of the Bay Area. The fact that three of the four prevailing winds (west, northwest and west-northwest) blow off the Pacific Ocean directly toward San Francisco reduces the potential for the City to receive air pollutants from elsewhere in the region.

Ozone (O_3)

The most severe air quality problem in the Bay Area is high concentrations of O_3. High concentrations of O_3 cause eye irritation and can impair respiratory functions. O_3 is not emitted directly into the atmosphere, but is a secondary air pollutant produced

TABLE III.D.1: PROJECT AREA AIR POLLUTANT SUMMARY, 1985-1989/a/

Pollutant	Standard	Monitoring Data by Year /a/ 1985	1986	1987	1988	1989
Ozone (O_3)						
Highest 1-hr average, ppm/b/	0.09/c/	0.09	0.07	0.09	0.09	0.08
Number of standard excesses		0	0	0	0	0
Carbon Monoxide (CO)						
Highest 1-hr average, ppm	20.0/c/	21.0	20.0	17.0	15.0	14.0
Number of standard excesses		1	0	0	0	0
Highest 8-hr average, ppm	9.0/c/	15.0	12.6	10.0	12.8	9.0
Number of standard excesses		3	2	1	1	0
Nitrogen Dioxide (NO_2)						
Highest 1-hr average, ppm	0.25/c/	0.18	0.10	0.15	0.12	0.14/e/
Number of standard excesses		0	0	0	0	0
Sulfur Dioxide (SO_2)						
Highest 24-hr average, ppm	0.05/d,f/	0.03	0.03	0.01	0.01	0.02
Number of standard excesses		0	0	0	0	0
Particulate Matter-10 Micron (PM_{10})						
Highest 24-hr average, ug/m^3 /b/	50/c/	NR	78	65	117	101
Number of standard excesses /g/		NA	5	4	5	13
Annual Geometric Mean, ug/m^3	30/c/	NR	25.9	21.7	23.1	31.6
Lead						
Highest 30-day average, ug/m^3	1.5/d/	0.27	0.15	0.10	0.11	0.09
Number of standard excesses		0	0	0	0	0

NOTE: NR = Not Recorded; NA = Not Applicable
Underlined values indicate excesses of standards.

/a/ CO data were collected at the BAAQMD monitoring station at 939 Ellis Street; all other data were collected at the 23rd Street station (1985) and the Arkansas Street station (1986-89). All three stations are within the Enterprise Zone.

/b/ ppm - parts per million; ug/m^3 - micrograms per cubic meter.
/c/ State standard, not to be exceeded. In 1988, the California Clean Air Act changed the ozone standard from 0.10 to 0.09 ppm.
/d/ State standard, not to be equaled or exceeded.
/e/ Data presented are valid, but incomplete in that an insufficient number of valid data points were collected to meet EPA and/or ARB criteria for representativeness.
/f/ State standard applies at locations where state 1-hour ozone or particulate standards are violated. Federal standard of 365 ug/m^3 applies elsewhere.
/g/ Measured every six days.

SOURCE: California Air Resources Board, Air Quality Data Summaries, 1985-1989.

in the atmosphere through a complex series of photochemical reactions involving hydrocarbons (HC) and nitrogen oxides (NO_x).

Significant O_3 production generally requires about three hours in a stable atmosphere with strong sunlight. O_3 is a regional air pollutant because its precursors are transported and diffused by wind concurrently with the photochemical reaction process. Motor vehicles are the major source of O_3 precursors in the Bay Area. Table III.D.1 shows that no excesses of the most stringent O_3 standard have been recorded in San Francisco since 1985.

Carbon Monoxide (CO)

CO is an odorless, invisible gas usually formed as the result of incomplete combustion of organic substances. High levels of CO can impair the transport of oxygen in the bloodstream and thereby aggravate cardiovascular disease and cause fatigue, headaches, and dizziness. About 88% of the CO emitted in the Bay Area comes from motor vehicles./4/ Ambient CO concentrations normally correspond closely to the spatial and temporal distributions of vehicular traffic. CO concentrations also are influenced by wind speed and atmospheric mixing. Under inversion conditions, CO concentrations may be more uniformly distributed over an area out to some distance from vehicular sources. The one-hour State CO standard has been violated once at the 939 Ellis Street monitoring station between 1985 and 1989. The eight-hour State CO standard of nine ppm was violated seven times in the past five years.

Respirable Particulate Matter (PM_{10})

Both State and federal particulate standards apply to PM_{10}, that fraction of airborne particulate with diameters of ten microns or less. Recent studies have shown that these smaller-diameter particulates represent the health hazard posed by airborne particulate matter.

Particulates in the atmosphere result from many kinds of dust- and fume-producing industrial and agricultural operations, combustion, and atmospheric photochemical reactions. Demolition, construction, and vehicular traffic are major sources of particulates in urban areas such as San Francisco. Natural sources of particulates include wind-blown dust and ocean spray. Particulate concentrations near major

sources generally are highest during the winter, when more fuel is burned and meteorological conditions favor the concentration of directly emitted contaminants. Table III.D.1 shows that excesses of the state PM_{10} standard have occurred frequently in San Francisco since 1985.

Nitrogen Dioxide (NO_2)

NO_2 is the "whiskey brown" colored gas readily visible during periods of heavy air pollution. The major sources of NO_2 are vehicular, residential and industrial combustion. The standards for NO_2 are being met in the Bay Area, and the BAAQMD does not expect these standards to be exceeded in the future.

Sulfur Dioxide (SO_2)

The major source of SO_2 in the Air Basin is combustion of high-sulfur fuels. Ambient standards for SO_2 are being met throughout the Bay Area, and the BAAQMD does not expect these standards to be exceeded in the future.

Lead (Pb)

Gasoline-powered automobile engines are the major source of airborne Pb in urban areas of the Air Basin, although ambient Pb levels have dropped dramatically as the percentage of motor vehicles using leaded gasoline has continued to decrease. Ambient levels in the Bay Area are well below the ambient standard and are expected to continue to decline.

Sensitive Receptors

Land uses such as schools, hospitals and convalescent homes are considered to be relatively sensitive to poor air quality because the young, the old and the infirm are more susceptible to respiratory infections and other air-quality-related health problems than the general public. Agricultural crops, especially broad-leaved produce crops and cultivated flowers, also are sensitive to air pollutants such as O_3, NO_2 and SO_2.

Because people in residential districts are often at home for extended periods, the exposure times to air pollutants are quite long. Industrial and commercial districts are

less sensitive to poor air quality because exposure periods are shorter and workers in these districts are, in general, the healthiest segment of the public. Recreational land uses are moderately sensitive to air pollution. Although exposure periods are generally short in such places, vigorous exercise associated with recreation places a high demand on the human respiratory functions, which air pollution can impair. Noticeable air pollution also detracts from the recreational experience.

Sensitive receptors in the Enterprise Zone project area include numerous residences and schools, as well as a number of hospitals and convalescent homes.

NOTES - Air Quality

/1/ California Air Resources Board, "Area Designations for State and National Ambient Air Quality Standards," November 1989.

/2/ Association of Bay Area Governments, Bay Area Air Quality Management District, and Metropolitan Transportation Commission, 1982 Bay Area Air Quality Plan, 1982.

/3/ Patrick Nevis, California Air Resources Board Liaison to the Bay Area Air Quality Management District, California Air Resources Board, telephone conversation, January 8, 1991.

/4/ Bay Area Air Quality Management District, Emissions Inventory Summary Report (base year 1983), August 1987.

A. LAND USE

PROJECT AREA

Designation of Enterprise Zone status to the 9.6-square-mile Application Area would not be accompanied by a change in the mix of land uses. Rather, the financial and economic incentives offered through the Enterprise Zone program would intensify employee densities in existing uses and increase the occupancy of already developed but underutilized and vacant commercial and industrial space. Building vacancy information for the Application Area indicates that space in existing structures could accommodate the growth in employment that is projected./1/ This is consistent with the findings from the literature survey of results in existing enterprise zones, described in Section II.A., which concluded that zone activities have tended not to alter the existing land use mix. This would be particularly true in a developed urban area, such as the San Francisco Enterprise Zone Application Area.

- Designation of an Enterprise Zone also does not change land use and zoning controls applicable to properties in the Zone. Therefore, areas designated for residential use would not become eligible for commercial activities merely as a result of establishment of an Enterprise Zone. All of the methods the City currently uses to direct and shape development, and to preserve historic structures/places, would still be in place. The following analysis is, thus, based on existing planning and zoning designations.

ENTERPRISE ZONE COMMUNITIES

The specific locations of business activity that would result from Enterprise Zone designation are not known, but it is expected that business expansions, start-ups, relocations and retentions would occur mostly in existing areas of commercial and industrial concentration.

South Bayshore

The Third Street commercial corridor would likely experience intensification of commercial uses. Increased industrial activity is most likely to occur within the northeast portion of the community, where a relatively new industrial park exists and most of the community's warehousing, distribution and light industrial activity occurs.

Mission District

The commercial corridors along Mission, Valencia, 24th and 16th Streets would be the most likely areas for intensification of commercial uses under the Enterprise Zone program. The area bounded by Valencia Street to the west, 17th Street to the north, Potrero Avenue to the east and 20th Street to the south would be a potential candidate for the more intense industrial activity that is projected to accompany Enterprise Zone designation.

South of Market

About two-thirds of the acreage in this community is in commercial use. However, the South of Market Plan limits commercial and industrial use to specific areas within the community. This would not limit Zone-related business expansion, but it would dictate where certain new uses could locate. Increased activity due to Enterprise Zone incentives could occur within designated areas in the community. Since industrial uses occur in small pockets throughout the community, any of these, too, could experience more intense use as a result of the Zone. More precise areas of increased activity cannot be predicted.

North of Market

- The entire commercial area of the Tenderloin, a portion of the North of Market community, would likely experience intensified commercial uses if the Application Area were granted Enterprise Zone status. The community does not have a concentrated area of industrial uses, so effects of the program on intensification of industrial activity cannot be associated with a particular portion of the community.

Chinatown

The Chinatown community is already so intensely developed that it is difficult to imagine a further density of commercial uses if the program were approved. However, the October 17, 1989 earthquake created a business slowdown in Chinatown that still remains, leaving the opportunity for revitalization and renewal of existing firms. The most likely areas for renewed business activity due to the Zone are Grant Avenue; Columbus, Stockton, and Kearny Streets; and Broadway. Future intensification of industrial uses cannot be associated with any particular area in the community.

Mission Bay

Showplace Square in the Mission Bay community could accommodate more intense commercial uses in existing showroom buildings. Increased commercial activity could also occur along Townsend Street and Third Street. The commercial uses along Seventh Street within the community could also intensify.

Western Addition

Vacant storefronts are dispersed throughout this community, including residential areas. Business expansions or start-ups could occur in any of these vacant structures as a result of the Zone. Commercial activity could be expected to intensify on Haight, Post, Geary, Fillmore and Divisadero Streets and Van Ness Avenue. Although largely built-out, the Japan Center might also get increased intensity of commercial uses as a result of the Zone. Industrial uses in this community are isolated; increased industrial activity due to the Zone cannot be associated with any particular area.

CUMULATIVE EFFECTS

Designation of an Enterprise Zone in the Application Area is not expected to have significant adverse land use impacts. The project would not, therefore, contribute to cumulative impacts that have been analyzed for the year 2000 in three Program EIRs published by the Department of City Planning. These documents are the Mission Bay EIR (Final EIR certified August 23, 1990, Case No. 86.505EMTZ), the South of Market EIR (Final EIR certified December 7, 1989, Case No. 85.463EZM), and the Downtown Plan EIR (Final EIR certified October 18, 1984, Case No. EE81.3). The Mission Bay and South of Market Final EIRs present the most current, consistently derived forecasts of employment for the area in which the project is located. In addition, both provide forecasts for areas other than the C-3 District and South of Market area; the latter two areas together define the "Downtown & Vicinity": the Northeast Waterfront, Civic Center / South Van Ness, and Mission Bay areas.

The Mission Bay and South of Market Final EIRs also incorporate assumptions of growth and/or change in employment and building space for the rest of San Francisco and the Bay Area region. Those Citywide and regional forecasts are more general than those produced for the areas within the Downtown & Vicinity, but are sufficiently

detailed for purposes of providing the proper context for analyzing cumulative environmental impacts.

The Downtown Plan EIR contains other cumulative impact information regarding such topics as energy consumption, community services and seismic effects that remains current and valid, and is applicable to the Enterprise Zone Application Area.

Where information from these three program EIRs is presented in the Enterprise Zone EIR, it is incorporated by reference with a summary, pursuant to CEQA Sections 21061 and 21100 (see also State CEQA Guidelines Section 15150). Those reference documents are available for public review at the San Francisco Department of City Planning, 450 McAllister Street, San Francisco.

These forecasts account for a decline, rather than previously anticipated growth in employment, in the C-3 District and elsewhere in the Downtown & Vicinity during the early 1980's; provide forecasts of space associated with employment growth in the future; and take into account specific buildings that have been proposed or approved, or are under construction that would accommodate a portion of the employment increase forecast. The forecasts go beyond the timeframe during which that known quantity of building space would be built and absorbed.

NOTE - Land Use

/1/ Information on the Enterprise Zone Application Area compiled for ESA by Lawrence A. Souza, Research Director, Norris, Beggs and Simpson, Brokerage Division, San Francisco, California.

B. EMPLOYMENT, POPULATION AND HOUSING

PROJECT AREA

Designation of Enterprise Zone status to the Application Area would add about 4,300 jobs to the projected 63,000 new jobs expected in these communities by 2005, for a total of 67,300. The 4,300 new jobs created in the Zone area over the next 15 years would represent an increase of about 7 percent over the growth already projected to occur in the area. The highest annual job growth in the Zone area is projected to be about 410. Of the total new 4,300 jobs, 960 would be industrial and 3,340 would be commercial.

While the projected employment attributed to the Aone is not large, it is very important in qualitative and symbolic terms. The Application Area has many indices of blight, as shown in the City's application for zone designation. There is a need for economic revitalization and more efficient use of existing space throughout the Application Area. The economic bases of some of these areas, particularly South Bayshore, the Western Addition and parts of North of Market, have proven difficult to revitalize, despite repeated efforts by the City. Because the Enterprise Zone offers incentives at the level of thge individual entrepeneur, it could make a difference in these communities that other, more "macro," redevelopment programs have not been able to achieve.

In addition, the Loma Prieta earthquake left pockets of depressed activity in parts of the Chinatown and South of Market communities, which the economic incentives that accompany Enterprise Zone status could help to ameliorate. Finally, as land costs and building rents have increased in the City, a steady stream of businesses, large and small, have moved to other communities in the Bay Area. Enterprise Zone designation could help stem this relocation. Zone status would confer an important economic development edge in the seven communities that form the Application Area.

Relationship to Citywide Employment Growth

Forecasts of employment in the Downtown and Vicinity and in the City as a whole were prepared for the long-term future for the Mission Bay EIR. This employment information is incorporated by reference./1/

- In summary, the long-term employment forecast of Citywide growth between 1985 and 2020 is estimated in the Mission Bay EIR as an increase of about 206,000 jobs./1/ During the 1990 to 2005 time frame, Citywide growth interpolated from the Mission Bay EIR forecasts would be about 103,400 jobs.

Employment growth in the Enterprise Zone area is projected to be about 63,000 jobs, or over one-half of the total Citywide growth during the study time frame of 1990 - 2005. Growth due to the Enterprise Zone designation would be about 4,300 in addition to the 63,000 jobs that are already projected for the area. This would be less than 5 percent of Citywide employment growth.

As stated in Section II, Employment Projections for the Enterprise Zone, most of the new employment created by the Zone would be due to expansion of existing businesses within the Zone, startups of small businesses, relocation of businesses from elsewhere in the City, or retention of businesses that would have moved elsewhere in the City or region. Enterprise Zone designation would not alter the employment growth of 108,400 jobs that are projected to occur in the City as a whole during the 1990 - 2005 period.

ENTERPRISE ZONE COMMUNITIES

South Bayshore

Employment in the South Bayshore community is projected to increase by a net of approximately 7,400 jobs between 1990 and 2005, with a decrease of about 220 jobs occurring in the industrial sector. Enterprise Zone status would add about 550 commercial sector jobs to the community. Because industrial employment is expected to decline by about 220 jobs, the additional 250 industrial sector jobs provided by Enterprise Zone status would serve to offset that decline (see Table II.B.2, p. II.7). The 800 jobs associated with Enterprise Zone status would represent about 3.5 percent of employment in the community, and about 10 percent of the 15-year increase. The retained industrial jobs would occupy existing buildings, while the 550 jobs in the commercial sector would be accommodated in existing vacant and/or underutilized buildings.

Mission District

Employment in the Mission District community is projected to increase by about 5,280 jobs between 1990 and 2005, with only about 5 percent of these jobs occurring in the industrial sector. Enterprise Zone status would add about 70 industrial jobs and 340 commercial-sector jobs. The 410 jobs associated with Enterprise Zone status would represent about 2 percent of employment in the community, and about 8 percent

of the 15-year increase. The jobs would be accommodated by existing vacant and/or underutilized buildings and by some renovations of existing commercial buildings.

South of Market

Employment in the South of Market community is projected to increase by about 21,500 jobs between 1990 and 2005, with only about 5 percent of those jobs occurring in the industrial sector. Enterprise Zone status would add about 1,740 jobs to the community, of which 370 would be in industrial sector and 1,370 would be in the commercial sector. The 1,740 jobs associated with Enterprise Zone status would represent about 2 percent of employment in the community, and about 8 percent of the 15-year increase. The industrial jobs would be accommodated in buildings currently in use. The jobs in the commercial sector could be mostly accommodated in existing vacant and/or underutilized buildings.

North of Market

Employment in the North of Market community is projected to increase by about 12,240 jobs between 1990 and 2005, with about 320 of these jobs occurring in the industrial sector. Enterprise Zone status would add about 710 jobs, of which 120 would occur in industrial businesses and 590 would occur in the commercial sector. The jobs associated with Enterprise Zone status would represent about 1 percent of employment in the community, and about 6 percent of the 15-year increase. The industrial jobs would occupy existing underutilized buildings, while the jobs in the commercial sector would be accommodated by existing vacant and/or underutilized buildings.

Chinatown

Employment in the Chinatown community is projected to increase by about 200 jobs between 1990 and 2005, with an increase of about 450 jobs in services and a decrease of about 330 jobs occurring in the industrial and wholesale trade sectors and about 110 jobs in the retail sector. Of the 150 jobs associated with Enterprise Zone status, about 80 would be in the commercial sector; 70 would be in the industrial sector. The jobs associated with Enterprise Zone status would represent about 1 percent of employment in the community, and about 75 percent of the projected 15-year increase.

Mission Bay

Employment in the Mission Bay community is projected to increase by about 14,400 jobs between 1990 and 2005, with about 960 of these jobs occurring in the industrial sector. Enterprise Zone status would add about 380 jobs, with about 60 occurring in the industrial sector and 320 in the commercial sector. The 380 jobs associated with Enterprise Zone status would represent about 8 percent of employment in the community and would represent about 3 percent of the 15-year increase. The Zone-provided jobs could be accommodated easily in existing underutilized or renovated buildings in the community.

Western Addition

Employment in the Western Addition Community is projected to increase by about 2,090 net jobs between 1990 and 2005, with a decline of about 15 jobs each in the industrial and wholesale trade sectors. Enterprise Zone status would add 110 jobs, with about 20 occurring in the industrial sector, helping somewhat to maintain the 1990 level of industrial employment. Another 90 Enterprise Zone jobs would be in the commercial sector. The 110 jobs associated with Enterprise Zone status would represent less than 1 percent of employment in the community, the lowest among the seven communities, and would represent about 5 percent of the 15-year increase. The jobs would use existing underutilized or vacant buildings, of which there are a substantial inventory in this community due to recently completed redevelopment projects.

PROJECT AREA POPULATION GROWTH AND RELATION TO CITYWIDE GROWTH

By the year 2005, San Francisco is expected to have a total population of 791,500./2/ This is an increase of 36,240 over the Mission Bay EIR 1990 population estimate of 755,260./3/ About 60 percent of the added residents are projected to live in the Enterprise Zone Application Area, for a total population in the area of about 215,200. This represents an increase of about 20,610 people in the Application Area from 1990 to 2005. Because of the types of businesses that respond to Enterprise Zone incentives, the project employment growth due to the Zone is not expected to induce population growth to fill the new jobs. (As noted earlier, about 60 percent of the added jobs are likely to be held by existing residents of the Zone, and about 40 percent by existing residents of other areas of the City.)

As noted above, the 4,300 new jobs expected to be created in the Zone area are not likely to alter Citywide employment growth forecasts; thus this job growth would not noticeably affect Citywide population growth. If the new jobs were taken entirely by persons new to the Zone, they would represent less than 2 percent of the total population, or 20 percent of the population growth estimated in the project area. However, as discussed earlier, results of the literature survey showed that, on average, about 60 percent of the workers in newly created zone jobs were existing residents of the zone area. This is probably due in part to the fact that economic incentives for hiring disadvantaged workers mean that employers would be motivated to hire unemployed people or people currently receiving AFDC or some other form of government assistance. Therefore, the proposed Enterprise Zone project would not likely induce population increases in the Zone area related to the Zone-created employment opportunities. Given these circumstances, the program would not be expected to result in significant increases in housing demand.

NOTES - Employment, Population and Housing

/1/ Mission Bay Plan EIR, Vol. II, pp. VI.B 63-80.

/2/ Population and employment data for 1985. 2000 and 2020 were obtained from the Mission Bay EIR, Alternative N. Year 2005 estimates are based on straight-line interpolations between 2000 and 2020.

/3/ According to preliminary 1990 census data, the 1990 population for San Francisco is 724,000. This population number was not used in this EIR, however, because of the need to maintain consistency with Mission Bay population and employment forecasts.

C. TRANSPORTATION AND CIRCULATION

ASSESSMENT APPROACH AND ASSUMPTIONS

Traffic circulation and transit impacts for the Enterprise Zone are related directly to the year 2005 employment projections for the project area. As described in Sections II and III.B, the employment projected for the Zone represents a small portion of the comprehensive Citywide and regional economic forecasts that were presented in the Mission Bay EIR for the years 2000 and 2020. Similarly, the transportation consequences of the trips generated by the Enterprise Zone program are assumed to be a part of the future cumulative transportation impacts reported for the City in the Mission Bay EIR. Citywide information for the Enterprise Zone horizon year, 2005, is a straight-line interpolation of the Mission Bay EIR forecasts for the years 2000 and 2020./1/ Since

this assessment draws from information reported in the Mission Bay EIR, the approach uses the same screenlines (i.e., major gateways into the City and transit-line load points) used in that EIR to discuss transportation impacts. The Enterprise Zone contributions in this EIR, therefore, are ultimately stated as percentages of the total forecast volumes at screenlines.

IMPROVEMENTS IN REGIONAL AND CITYWIDE TRANSPORTATION FACILITIES AND SERVICES

Future access to the seven Enterprise Zone communities would be affected directly by a number of improvements that are planned for the regional and citywide transportation systems. Therefore, the future capacity of particular transportation facilities could be increased beyond that described in the Setting section. In order to maintain consistency with the Mission Bay analyses, the horizon year 2000 network assumptions that were used in that EIR were also used for the Enterprise Zone horizon year 2005.

Accordingly, improvements that are viewed as having a high probability of occurring by the year 2000 are assumed to exist by 2005. The following criteria were used in the Mission Bay EIR to define high probability:

- Facilities or services that are included in an adopted plan of a public agency possessing jurisdictional responsibility for the improvement;
- Facilities or services that are identified as an improvement proposed in the Regional Transportation Plan for the Nine-County San Francisco Bay Area (RTP), updated annually by the MTC; and
- The existence of a mechanism to finance implementation of the facility or particular service (this criterion would be met by those projects identified for implementation as part of local sales tax programs or included in the MTC's most recent five-year Regional Transportation Improvement Program).

Those facilities and services that met these conditions were considered to be part of the reasonably assured capacity, according to the Mission Bay EIR.

Regional Highways

The most significant additions to the regional freeway system that would affect San Francisco travelers would be the provision of new and extended lanes for High-Occupancy Vehicles (HOV). The following highway facilities were assumed to

be in place or operation by the year 2005, based on the criteria defined in the Mission Bay EIR:

- U.S. 101 would be widened to eight lanes in Marin County, with the new lanes designated for HOVs during the a.m. and p.m. peak periods. The new HOV lanes would be continuous between the Richardson Bay Bridge and Novato;
- Interstate 80 would be widened to provide eastbound HOV lanes from the Bay Bridge to approximately Ashby Avenue in Berkeley, westbound HOV lanes from Rodeo to Richmond, and additional auxiliary lanes;
- A reversible facility for HOVs, designed to serve a.m. westbound and p.m. eastbound travel, would be constructed in Oakland on I-580 from the I-580/I-880/I-80 distribution structure (assumed to be restored in some form in the repairs following the Loma Prieta earthquake of October 17, 1989) east to the Route 24 interchange; and
- U.S. 101 would be widened by one lane in each direction from San Carlos to the San Mateo / Santa Clara County line to provide a total of eight lanes from San Francisco to Santa Clara County.

Regional and Citywide Transit Facilities

The assumptions regarding regional transit service that have the most direct effect on the Enterprise Zone impact analyses are the increases in capacity anticipated across all screenlines and the relocation of the CalTrain terminal in San Francisco. The following changes in transit facilities and services were assumed to be in operation by the year 2005, based on the criteria stated above and on information provided by the various transit operators.

- The addition of 150 new BART "C" cars;
- An increase in transbay BART train frequencies, providing approximately 65 percent more passenger-carrying capacity during the a.m. and p.m. peak periods and hours;
- Construction of a BART turnback facility and extension of service to a new station and maintenance yard in Colma; this would provide more rapid turnaround and, therefore, increased BART capacity;
- A near doubling of SamTrans bus trips (and capacity);
- An 8 percent increase in AC Transit's transbay bus trips and capacity;
- A 39 percent increase in Golden Gate Transit's ferry trips and a 29 percent increase in transbay bus trips during the p.m. peak period and a corresponding increase in capacity;

- Construction of the MUNI Metro Turnback Project and extension of MUNI Metro to the relocated CalTrain terminal, to provide an increase in subway capacity of about 50 percent over 1985 levels;
- The addition of 50 Metro vehicles to MUNI's fleet and extension of MUNI's J-Line and historic streetcar service along The Embarcadero, between Market Street and Fisherman's Wharf; and
- Increases in MUNI peak-period, passenger-carrying capacity by the following percentages over 1985 levels: Northeast screenline, 11 percent; Northwest screenline, 11 percent; Southwest screenline, 21 percent; and Southeast screenline, 5 percent.

TRIP GENERATION METHODOLOGY

Approach

The methodology used in this EIR to estimate the numbers of regional vehicle and transit trips generated by new Enterprise Zone employees includes several conservative assumptions. As noted elsewhere in this document, about 60 percent of the jobs generated by Enterprise Zone incentives are expected to be filled by existing residents of the Zone. Moreover, almost all of the remaining 40 percent of the jobs would be filled by San Franciscans already living in other areas of the City. Nevertheless, the trip-generation methodology applied in this EIR is that used in other recent San Francisco EIRs for projects in the Downtown and Vicinity, with the Mission Bay EIR as the model. That standard methodology, created on the basis of surveys of employment in the Downtown C-3 district, and ABAG/MTC surveys of travel in the Bay Area as a whole, assumes that a large percentage of employees in San Francisco live in other communities in the Bay Area. In this EIR, therefore, the numbers of project-generated vehicle and transit trips crossing regional screenlines are likely overstated. Similarly, with large numbers of new Enterprise Zone employees living in the communities in which they would be employed, many would likely walk to work. Therefore, the numbers of implied added vehicle trips, and probably transit trips, within the Enterprise Zone communities themselves, are also likely overstated.

Trip generation estimation is typically based on a particular land use type and a unit element (e.g., square footage, number of dwelling units, acreage). This approach, however, is usually used for site-specific projects. Since the proposed Enterprise Zone action is represented in this EIR by areawide employment projections that are not specific as to location, the conventional trip-estimating procedure was not appropriate. An alternative trip-generation approach, generally used in transportation planning,

consists of estimating trips on the basis of the number of employees or employed residents in a particular land use or travel zone. This approach was used in the Mission Bay and Downtown Plan EIRs.

The proposed Enterprise Zone is expected to result in a total of 4,300 new jobs, distributed over the seven project area communities. The number of person trips was estimated on the basis of the number of employees working in the seven Enterprise Zone communities. Since the Enterprise Zone program does not include a residential component, inbound trips (in the p.m. peak period) were not considered. The number of person trips generated by the proposed action consists of three distinct trip types: Home-Based Work (HBW); Home-Based Other (HBO); and Non-Home-Based (NHB) trips. A brief description of daily outbound trips for each of these trip types follows.

Home-Based-Work Trips

An HBW trip is defined as one component of a round trip journey (two trips) that would be made from home to work and from work to home. The trip purpose must represent a direct trip between work and home without any intermediate stops. An intermediate stop (e.g., from work to shopping to home, from work to recreation to home) would place the trip into one of the two other trip types. Consequently, in converting total numbers of employees to HBW trips, the conversion factor must be less than one (1.0) to account for other types of work-related trips.

Two factors were used to convert the number of employees to HBW trips. The factors account for employee absenteeism and for trips not directly made from work to home. The 1981/1982 Downtown and South of Market/Folsom Employer/Employee Surveys by Recht Hausrath & Associates (RHA) and the 1981 Regional Household Survey by the Metropolitan Transportation Commission (MTC) were used as primary sources for the Mission Bay EIR trip-generation estimates./2/ The RHA surveys were used to develop a factor to account for employee absenteeism due to vacation, sick leave or work away from the office. The absenteeism factor derived from the RHA survey (0.889) was based on a survey question regarding the frequency of an employee's absence from work for illness, vacation, business, or personal reasons. The survey responses indicated that, on average, approximately 11 percent of the surveyed employees were away from their regular place of work on a typical day.

The second factor (0.865) was calculated to proceed from the number of employees present at the work site to the number of HBW trips. According to the Mission Bay EIR, this factor was derived by dividing RHA's 1980 employment estimates (adjusted for absenteeism) by MTC's estimate of HBW trips for a similar geographic area of the City. Therefore, because of absenteeism, vacation, personal leave, and other business-related reasons, not all of the 4,300 employees would depart the Enterprise Zone businesses on any given day. The formula for converting potential Enterprise Zone employees to HBW trips is as follows:

Home-Based-Work Trips = Employees x Absenteeism Factor x Conversion Factor
HBW = Employees x 0.889 x 0.865

Home-Based-Other and Non-Home-Based Trips

An HBO trip is a trip to/from home from/to any place but work. These trips would be made primarily by patrons of the Enterprise Zone establishments (e.g., people going home after shopping, eating at restaurants, etc.). An NHB trip is a trip to and from any place that is not home. These NHB trips would consist primarily of delivery activity and visitor trips (e.g., for meetings), and trips by Enterprise Zone workers to places other than home. According to the Mission Bay EIR, the MTC's 1980 super-district data were used to estimate the number of HBO and NHB trips generated by the activities in downtown San Francisco and vicinity. These trip-making relationships were held constant over the two Mission Bay horizon years and across all project alternatives. The factor used to estimate HBO trips is 0.09, while the NHB trip factor is 0.10. Therefore, the formulas for converting potential Enterprise Zone employees to HBO and NHB trips are as follows:

Home-Based-Other-Trips = Employees x MTC Factor
HBO = Employees x 0.09
Non-Home-Based Trips = Employees x MTC Factor
NHB = Employees x 0.10

The estimated number of daily outbound person trips generated by each of the seven Enterprise Zone communities is presented in Table IV.C.1

TABLE IV.C.1: ESTIMATED NUMBER OF HBW, HBO AND NHB DAILY OUTBOUND PERSON TRIPS GENERATED BY THE ENTERPRISE ZONE PROGRAM, BY COMMUNITY, IN 2005

Community	Est. Jobs	HBW Trips	HBO Trips	NHB Trips	Total Trips
Chinatown	150	115	14	15	144
North of Market	710	546	64	71	681
South of Market	1,740	1,338	157	174	1,669
Western Addition	110	85	10	11	106
Mission District	410	315	37	41	393
Mission Bay Area	380	292	34	38	364
South Bayshore	800	616	71	80	767
TOTALS	4,300	3,307	387	430	4,124

SOURCE: Environmental Science Associates, Inc.

The daily outbound person trips were converted to p.m. peak-period and p.m. peak-hour trips based on temporal (time-of-day) distribution factors presented in the Mission Bay EIR. These factors were based on surveys of employees in the downtown area and vicinity regarding the time an employee left work.

Trip Distribution

The next step in the travel forecasting procedure involves the distribution of the project generated trips to each of the identified screenlines. The trip distribution across the screenlines was based on the percentage of trips assumed to remain within the City and the percentage of trips assumed to end outside the City. Among the objectives of the Enterprise Zone program is the goal to provide employment opportunities for local residents. In recognition of this goal, it was determined that a greater percentage of the Enterprise Zone employees would also live within the Enterprise Zone communities or at least within the City limits than is typically the case for City workers.

The number of external (outside of San Francisco) trip ends ranges from 0 to 27 percent for the seven Enterprise Zone Communities. The Chinatown community

was assumed to have 0 external trip ends because of the current nature of business in the community and hiring propensities of local businesses. The North and South of Market and Mission Bay Area communities were assumed to have 22 percent external trip ends. The Western Addition, Mission District and South Bayshore communities were assumed to have 27 percent external trip ends. The external trip end percentages were distributed in direct proportion to the external trip end percentages used in the Mission Bay EIR; the remaining internal trip end percentages were also distributed proportionately to the Mission Bay trip distribution percentages. The Mission Bay trip distribution assumptions used for some outer areas of certain Enterprise Zone communities (e.g., southern South Bayshore, western Western Addition) are probably conservative in that these assumptions may represent a worst-case regional traffic scenario. It can reasonably be assumed that the trips in some portions of various Enterprise Zone communities would tend to be more local than regional; however, because of the absence of a current trip distribution database for these communities, the conservative assumptions were applied. Therefore, regional traffic increases attributable to the Enterprise Zone would likely be less than those reported in this document. A summary of the trip distribution percentages by community is presented in Table IV.C.2.

Modal Split

The estimated number of person trips attributable to the Enterprise Zone program was assigned to specific travel modes in the same way travel mode assignment was made in the Mission Bay EIR. Cumulative vehicular travel projected for the Mission Bay 2000 horizon year across the Golden Gate and Bay Bridges and for U.S. 101 at the San Mateo County line would exceed available capacity during the p.m. peak period (this is called the unconstrained travel demand). In recognition of the capacity constraints on the North Bay and East Bay vehicular screenlines, the 1985 percentages for future work-related trips on each travel mode (e.g., auto, bus, rail transit and ferry) were adjusted. For those incremental trips from the City heading for the North Bay and the East Bay, the modal split percentage of vehicle trips was reduced and transit percentage increased to reflect the limited vehicular capacity and residual transit capacity. The mode split percentages of work-related travelers from the City across the South Bay screenline were not assumed to change, because there are several convenient routes bypassing U.S. 101. The following paragraphs summarize the reasons for the modal split adjustments made in response to the projections of unconstrained travel demand. This information was developed in the Mission Bay EIR.

TABLE IV.C.2: ENTERPRISE ZONE COMMUNITIES P.M. PEAK-PERIOD OUTBOUND TO SCREENLINE TRIP DISTRIBUTION PERCENTAGES

	Home-Based-Work Trips				
Screenline	Chntwn.	No. & So. of Market & Mssn. Bay	Western Addition, Mssn. Dist., South Bayshore	Home-Based-Other Trips	Non-Home-Based Trips
Within Subarea	34%	7%	6%	22%	50%
SF Northeast	9%	9%	9%	11%	24%
SF Northwest	19%	20%	19%	20%	7%
SF Southeast	15%	16%	15%	18%	6%
SF Southwest	23%	26%	24%	6%	1%
North Bay	0%	4%	2%	8%	3%
East Bay	0%	13%	13%	14%	4%
South Bay	0%	5%	12%	1%	5%
TOTAL	100%	100%	100%	100%	100%

SOURCE: Environmental Science Associates, Inc.

East Bay Screenline. Work-related travelers from the City to the East Bay were projected to increase their use of BART, AC Transit and carpooling because of insufficient roadway capacity to accommodate additional transbay vehicle trips. The projected modal shift by work-related travelers from the City allows some growth in vehicle trips to and from locations in the rest of the region (i.e., through trips) to be accommodated during the p.m. peak period.

North Bay Screenline. Work-related travelers from the City to the North Bay were projected to increase their use of Golden Gate Transit buses and ferries and carpooling because of insufficient roadway capacity to accommodate additional transbay vehicle trips.

South Bay Screenline. Modal shifts to transit were not assumed for the South Bay screenline, because projected roadway conditions for the year 2000 at the San Mateo County line are not expected to become severe enough to discourage low-occupancy vehicle use. Although U.S. 101 is expected to operate at capacity during the p.m. peak period, I-280 is expected to operate below capacity, providing an alternate vehicular route.

San Francisco Screenlines. Modal shifts were not assumed for the screenlines within San Francisco. Each traveler's propensity to use transit for trips within the City is affected more by the availability and cost of parking at either the origin or destination end of a trip than by roadway congestion. This is because the City's extensive grid network provides numerous opportunities to bypass congestion that might occur on some travel routes. No significant changes were assumed for the availability or cost of parking that would be sufficient to justify modal split shifts within the City.

As with the trip-distribution assumptions, the Mission Bay mode-split assumptions used for some outer areas of certain Enterprise Zone communities (e.g., southern South Bayshore, western Western Addition) are probably conservative in that these assumptions may represent a worst-case regional traffic scenario. Because it can reasonably be assumed that a considerable portion of the trips in some areas of various Enterprise Zone communities would tend to be more local in nature, these trips would likely be more walk-bicycle-and-bus-oriented. However, because of the absence of current modal-split information for these communities, the conservative assumptions were applied. Therefore, regional traffic increases attributable to the Enterprise Zone would likely be less than those reported in this document. A summary of the modal split percentages is presented in Table IV.C.3.

Mode split information was used to assign the estimated number of year-2005 person trips to the particular travel modes crossing each of the screenlines. Person trips by vehicle were converted to actual vehicle trips by applying Mission Bay EIR proportions of person trips by vehicle in single-occupancy vehicles and person trips in carpools and vanpools. Vehicle occupancy rates were then applied to the car and vanpool trips. A summary of the proportion of person trips by vehicle assumed to occur in single-occupancy vehicles and car/van pools, and the car/van pool vehicle occupancy rates, is presented in Table IV.C.4.

The Mission Bay EIR screenline travel forecasts acknowledged that places of residence and proportions of travelers on each travel mode would be different for travelers from different areas within the City. However, composite travel factors were employed for the overall cumulative analysis because the City was viewed as a single entity for the preparation of screenline travel forecasts. A summary of the Enterprise Zone portion of these citywide trips is presented in Table IV.C.5.

TABLE IV.C.3: P.M.-PEAK-PERIOD MODE SPLIT PERCENTAGES OF OUTBOUND TRIPS FROM EACH ENTERPRISE ZONE COMMUNITY

Screenline	Veh.	MUNI	BART	GG Bus	GG Ferry	AC Trans	Cal-Train	Sam-Trans	Other	Total
Within Subarea	9%	16%	1%	--	--	--	--	--	74%	100%
SF Northeast	12%	58%	--	--	--	--	--	--	30%	100%
SF Northwest	44%	53%	--	--	--	--	--	--	3%	100%
SF Southeast	46%	27%	17%	--	--	--	--	--	10%	100%
SF Southwest	29%	58%	12%	--	--	--	--	--	1%	100%
North Bay	38%	--	--	50%	8%	--	--	--	4%	100%
East Bay	19%	--	59%	--	--	22%	--	--	--	100%
South Bay	56%	6%	11%	--	--	--	17%	9%	1%	100%

NOTE: The p.m. peak periods are different for each transit operator and for vehicular traffic.

SOURCE: Environmental Science Associates, Inc.

TABLE IV.C.4: PERCENTAGE OF P.M.-PEAK-PERIOD OUTBOUND PERSON TRIPS BY VEHICLE IN SINGLE-OCCUPANCY VEHICLES AND CAR/VAN POOLS

	Single-Occupancy Vehicle			Carpool/Vanpool			
Screenline	HBW Trip	HBO Trip	NHB Trip	HBW Trip	HBO Trip	NHB Trip	Veh. Occ. Factor
Within Subarea	86%	92%	100%	14%	8%	0%	2.2 Pers./HOV
SF Northeast	75%	80%	70%	25%	20%	30%	2.2 Pers./HOV
SF Northwest	80%	80%	79%	20%	20%	21%	2.2 Pers./HOV
SF Southeast	81%	80%	77%	19%	20%	23%	2.2 Pers./HOV
SF Southwest	82%	80%	81%	18%	20%	19%	2.3 Pers./HOV
North Bay	49%	67%	74%	51%	33%	26%	3.1 Pers./HOV
East Bay	34%	67%	69%	66%	33%	31%	3.5 Pers./HOV
South Bay	65%	68%	71%	35%	32%	29%	2.1 Pers./HOV

SOURCE: Environmental Science Associates, Inc.

TABLE IV.C.5: NUMBER OF P.M.-PEAK-PERIOD (4:00 - 6:00 P.M.) OUTBOUND PROJECT-GENERATED TRIPS FROM THE ENTERPRISE ZONE COMMUNITIES, AT EACH SCREENLINE

Screenline	Veh.	MUNI	BART	GG Bus	GG Ferry	AC Trans	Cal-Train	Sam-Trans	Other	Total
Within Subarea	22	53	4	--	--	--	--	--	395	474
SF Northeast	21	153	--	--	--	--	--	--	131	305
SF Northwest	137	238	--	--	--	--	--	--	22	397
SF Southeast	115	98	76	--	--	--	--	--	58	347
SF Southwest	103	297	76	--	--	--	--	--	8	484
North Bay	17	--	--	59	12	--	--	--	4	92
East Bay	27	--	204	--	--	95	--	--	--	326
South Bay	58	9	21	--	--	--	41	18	3	150
Totals	500	848	381	59	12	95	41	18	621	2,575

SOURCE: Environmental Science Associates, Inc.

As Table IV.C.5 indicates, over 52 percent of the total trips would occur by auto (19 percent) and MUNI (33 percent). Travel within the particular communities would consist primarily of walk and bicycle trips; vehicle trips would constitute less than 15 percent of the total. For the San Francisco screenlines, travel would be primarily via vehicle and MUNI. At the Northeast screenline, over 50 percent of the total trips would be made via MUNI, while 60 percent of the Northwest trips and over 60 percent of the Southwest screenline trips would also be by MUNI. However, only 28 percent of the Southeast screenline trips would be made via MUNI. Vehicle trips would constitute the largest share of the Southeast screenline, over 33 percent. The percentage of vehicle trips across the North and East Bay regional screenlines is comparatively low, only 18 and 8 percent, respectively. Approximately 77 percent of the North Bay trips would be made via Golden Gate Bus and Ferry. Approximately 63 and 29 percent of the East Bay trips would be made via BART and AC Transit, respectively. Travel to the South Bay would be made by vehicle (39 percent), CalTrain (27 percent), BART (14 percent) and SamTrans (12 percent).

IMPACT ANALYSIS AND RESULTS

Introduction

As noted in the Trip Generation Methodology Approach discussion, p. IV.12, the numbers of Zone-generated regional and local vehicle and transit trips estimated in this EIR are likely overstated, because of the expected residence of most of the new Enterprise Zone employees within Enterprise Zone communities. Even if this EIR's potentially overestimated vehicle and transit trips are accepted as a basis for discussion, their effects on local streets and intersections, and on local transit facilities, must be put into perspective.

The Enterprise Zone's estimated 4,300 new employees are equivalent in number to the projected workforce in about 1,200,000 square feet of new downtown office development (275 square feet per employee, in a fully occupied office building). That total square footage is somewhat larger than, say, the size of the Transamerica Pyramid, at about 1,000,000 square feet. However, the Transamerica Pyramid employment is concentrated on part of one City block, whereas the new Enterprise Zone employment is spread out over an area covering about one-fifth (20 percent) of the entire City.

The transportation impacts of the proposed Mission Bay project serve as another basis for comparison. In the year 2000, the Mission Bay Project Area, covering about 300 acres (about one percent of the entire City) would contain about 10,000 new employees and about 5,500 new residents, as compared to the Enterprise Zone's 4,300 new employees and no new residents. The Mission Bay EIR (Table VI.E.26, p. VI.E.167) shows that in the year 2000, the Mission Bay Project Area would contribute about ten (10) percent of the p.m.-peak-hour vehicles at its typical nearby major intersections; i.e., those already carrying large traffic flows. Similarly, the Mission Bay Project Area in that year would contribute between zero (0) and five (5) percent of the vehicles at nearby freeway access points. Because the Enterprise Zone is spread out over an area (about 9.6 square miles, or about 6,100 acres) about twenty times as large as the Mission Bay Project Area, the Enterprise Zone's added local vehicular traffic at its nearby major intersections and freeway access points would likely be smaller (at less than one percent) than the daily volume fluctuations at those locations. Therefore, the transportation impacts of the Enterprise Zone would be statistically insignificant.

Specific Impacts

Enterprise Zone trips are identified as a percentage of the total trips forecast in the Mission Bay EIR. In other words, screenline impacts discussed below would occur regardless of the Enterprise Zone program. For all screenlines, the share of the Enterprise Zone trips would be virtually imperceptible because the trips generated by the program would be a small percentage of those from the growth in employment and housing projected for the City as a whole. Table IV.C.6 provides a summary of the Enterprise Zone share of the total projected volume of trips, and of the added regionwide increment from the baseline, at the screenlines for the p.m. peak period and hour.

The projected Enterprise Zone share of the total vehicular traffic crossing the regional screenlines would be about 0.20 percent at the two South Bay screenlines and about 0.10 percent at the North and East Bay screenlines. Moreover, the Enterprise Zone share of the total increment in volume of trips from 1990 to 2005 would be less than 2.0 percent. Thus, the Enterprise Zone trips would represent a small percent of the total screenline traffic, and of the incremental growth in traffic at the screenlines. The amount of traffic from Enterprise Zone employment growth would not cause perceptible changes in traffic conditions because it is at the low end of the range of daily fluctuations in traffic, which can be as much as 10 percent different from one day to the next.

The discussion that follows describes travel conditions projected to occur on highways and transit facilities leading out of the city during the p.m. peak period, where travel away from the City would continue to have the greatest impact on peak period travel.

Highways

A summary of the anticipated levels-of-service at the key highway screenlines during the p.m. peak period and hour is presented in Table IV.C.7. The Golden Gate Bridge, the Bay Bridge and U.S. 101 at the San Mateo County line would be operating at capacity throughout the p.m. peak period by the year 2000, and would therefore be over capacity in 2005. Interstate 280 would not be operating at capacity at the San Mateo County line, even during the peak hour, but would be expected to operate at capacity during the p.m. peak period at its Alemany interchange with U.S. 101.

TABLE IV.C.6: ENTERPRISE ZONE COMPONENT OF OUTBOUND TRAFFIC AT KEY SCREENLINES - P.M. PEAK PERIOD AND HOUR

Screenlines	Highway	Interpolated 1990 Volume	Interpolated 2005 Volume	Ent. Zone Gen. Traffic	Ent. Zone Pct. of Total	Ent. Zone Pct. of Increment
North Bay	G.G. Bridge	13,310 (6,730)	14,870 (7,460)	17 (9)	0.11% (0.12%)	1.1% (1.2%)
East Bay	Bay Bridge	18,930 (9,530)	20,720 (10,370)	25 (14)	0.12% (0.14%)	1.4% (1.7%)
South Bay	U.S. 101	14,880 (7,230)	17,000 (8,430)	29 (16)	0.17% (0.19%)	1.4% (1.3%)
South Bay	I-280	10,990 (5,320)	12,970 (6,320)	29 (15)	0.22% (0.24%)	1.5% (1.5%)

NOTE: Entries are P.M. Peak Period (P.M. Peak Hour)

SOURCE: Environmental Science Associates, Inc.

TABLE IV.C.7: FUTURE P.M.-PEAK-PERIOD AND -HOUR OUTBOUND VOLUMES AND LEVELS-OF-SERVICE AT VEHICULAR SCREENLINES

Screenlines	Highway	Interpolated 1990 Volume	Interpolated 2005 Volume	1990 V/C Ratio/LOS	2005 V/C Ratio/LOS
North Bay	G.G. Bridge	13,310 (6,730)	14,870 (7,460)	0.93/E (0.94/E)	1.03/F (1.04/F)
East Bay	Bay Bridge	18,930 (9,530)	20,720 (10,370)	0.98/E (0.98/E)	1.07/F (1.07/F)
South Bay	U.S. 101	14,880 (7,230)	17,000 (8,430)	0.94/E (0.91/E)	1.06/F (1.05/F)
South Bay	I-280	10,990 (5,320)	12,970 (6,320)	0.70/B/C (0.67/B)	0.81/D (0.79/C/D)

NOTE: Entries are P.M. Peak Period (P.M. Peak Hour)

SOURCE: Environmental Science Associates, Inc.

Golden Gate Bridge. On the northbound lanes of the Golden Gate Bridge in 2000, and therefore in 2005, the cumulative outbound travel demand projected from the City and the region would use the available capacity throughout the p.m. peak period. This represents a significant deterioration in level-of-service from the interpolated 1990 conditions, which are estimated at LOS E. Vehicular capacity on the Bridge was assumed not to change from that provided by the current lane configuration.

San Francisco - Oakland Bay Bridge. On the eastbound lanes of the Bay Bridge in 2000, the cumulative outbound travel demand projected from the City and from the rest of the region would use available capacity beyond the p.m. peak period for about 4.5 hours. Congestion is expected to extend beyond the peak hours of 4:00 to 6:00 p.m.; the eastbound lanes of the Bay Bridge would be operating at the maximum operational capacity. Since the eastbound Bay Bridge lanes are currently operating at capacity (LOS E) during the p.m. peak period, operating conditions on the bridge would not change from the current conditions. However, the duration of congestion on the bridge would expand by over two hours by the year 2000, according to information provided in the Mission Bay EIR. This does not mean that individual travelers would take over two hours to cross the bridge, but rather that congested conditions would last for longer periods. Congestion would continue for longer periods in 2005.

U.S. 101 at the San Mateo County Line. On the southbound lanes of U.S. 101 at the San Mateo County line in 2000, the outbound cumulative travel demand projected from the City and from the rest of the region would use the available capacity throughout the 4:00 to 6:00 p.m. peak period. According to the Mission Bay EIR, the period of full utilization of capacity would increase from about one hour in 1985 to about three hours in the year 2000. Similar conditions are projected for the year 2005; U.S. 101 at the San Mateo County line is expected to operate at LOS E during the p.m. peak period.

Interstate 280 at the San Mateo County Line. During the p.m. peak period and hour in the year 2000, I-280 at the San Mateo County line would generally operate at LOS D. The U.S.-101/I-280 Alemany interchange would constrain growth in I-280's traffic volumes south of the interchange. This "unofficial metering" of traffic would create the generally acceptable operating conditions projected for I-280 at the San Mateo County line. Conditions would be similar in 2005.

Transit Systems

The following discussion of the transit screenlines is based on the interpolated 1990 and 2005 ridership forecasts. The 1990 ridership forecast was derived from a straight-line interpolation between 1985 and 2000 Mission Bay ridership figures, while the 2005 ridership forecast was derived from a straight-line interpolation between the 2000 and 2020 Mission Bay ridership estimates.

A summary of the Enterprise Zone share of the total transit volume and total increment from the baseline is presented in Table IV.C.8.

As with the vehicular screenlines, the Enterprise Zone share of total transit trips would be generally statistically insignificant, because the trips generated by the program would be overwhelmed by those from the growth in employment and housing projected for the City as a whole. However, the number of Enterprise Zone trips would represent a higher proportion of transit trips than of vehicular trips, and also a higher proportion of the transit increments than of the vehicular trip increments.

As shown in Table IV.C.8, the trips projected to be generated by the Enterprise Zone communities would constitute less than two percent of the overall ridership at any of the transit screenlines during the p.m. peak period and hour. Moreover, the Enterprise Zone share of the total trip-making across any screenline beyond the City to the North, East and South Bay Areas would generally be less than one percent, the lone exception being CalTrain, where Enterprise Zone trips would constitute about 1.1 percent of the p.m. peak total. However, the Enterprise Zone share of the projected p.m. peak period and hour increment between 1990 and 2005 is considerable, particularly at the MUNI screenlines and on CalTrain. The Enterprise Zone trips would constitute over 10 percent of the total p.m. peak period growth between 1990 and 2005 at the northwest, southwest and southeast MUNI screenlines. The Enterprise Zone trips would also constitute about 15 percent of the growth in CalTrain trips during the p.m. peak period and hour. The Enterprise Zone component of the growth on the remaining screenlines would generally be about or less than two percent.

A comparative summary of the interpolated 1990 and 2005 ridership and levels-of-service is presented in Table IV.C.9.

MUNI Screenlines Within San Francisco

On the basis of interpolated 1990 and 2005 ridership forecasts, ridership on MUNI during the p.m. peak period and hour is expected to increase between 1990 and 2005 by the following percentages: about 13 percent across the Northeast screenline; about 10 percent across the Northwest screenline; about 8 percent across the Southwest screenline; and about 10 percent across the Southeast screenline. Levels-of-service would

TABLE IV.C.8: 1990 AND 2005 INTERPOLATED OUTBOUND TRANSIT RIDERSHIP AT SCREENLINES, AND ENTERPRISE ZONE COMPONENT (%)

Screenline	Interpolated 1990 Ridership	Interpolated 2005 Ridership	Ent. Zone Gen. Trips	Enterprise Zone Pct. of Total	Enterprise Zone Pct. of Increment
Northeast					
• MUNI	14,030 (7,800)	15,970 (8,880)	153 (88)	0.96% (0.99%)	7.89% (8.15%)
Northwest					
• MUNI	14,180 (9050)	15,750 (10,030)	238 (137)	1.51% (1.37%)	15.20% (14.00%)
Southwest					
• MUNI	22,230 (12,650)	24,250 (13,790)	297 (171)	1.22% (1.24%)	14.70% (15.00%)
Southeast					
• MUNI	5,840 (3390)	6,480 (3,750)	98 (56)	1.51% (1.49%)	15.30% (15.60%)
North Bay					
• Golden Gate Bus	7,010 (4,750)	11,520 (7,810)	59 (40)	0.51% (0.51%)	1.31% (1.31%)
• Golden Gate Ferry	1,400 (1,050)	2,010 (1,490)	12 (9)	0.60% (0.60%)	1.70% (2.10%)
East Bay					
• AC Transit	13,630 (9,160)	19,410 (13,050)	95 (65)	0.49% (0.50%)	1.64% (1.67%)
• BART	31,530 (18,090)	52,200 (30,340)	204 (123)	0.39% (0.41%)	0.99% (1.00%)
South Bay					
• BART/a/	11,600 (6,920)	13,270 (8,010)	21 (13)	0.16% (0.16%)	1.26% (1.20%)
• CalTrain	3,550 (2,330)	3,810 (2,510)	41 (27)	1.08% (1.08%)	15.70% (15.00%)
• SamTrans	2,250 (1,840)	2,960 (2,490)	18 (15)	0.61% (0.60%)	2.50% (2.30%)

NOTE: Data are represented as follows: Peak Period (Peak Hour)

/a/ Includes travelers to southeast and southwest San Francisco and San Mateo County, measured as westbound departures at the Civic Center Station.

SOURCE: Mission Bay EIR and Environmental Science Associates, Inc.

TABLE IV.C.9: 1990 AND 2005 INTERPOLATED OUTBOUND TRANSIT RIDERSHIP, CAPACITY AND LEVELS OF SERVICE AT SCREENLINES

	Interpolated 1990				Interpolated 2005			
Screenline	Riders	Capacity/a/	R/C/b/	LOS/c/	Riders	Capacity/d/	R/C/b/	LOS/c/
Northeast								
• MUNI	14,030	10,900	1.29	E(E)	15,970	12,100	1.32	E(E)
	(7,800)	(6,300)	(1.24)		(8,880)	(7,000)	(1.27)	
Northwest								
• MUNI	14,180	12,000	1.18	D(E)	15,750	13,300	1.18	D(E)
	(9,050)	(7,000)	(1.29)		(10,030)	(7,700)	(1.30)	
Southwest								
• MUNI	22,230	18,700	1.19	D(D)	24,250	22,700	1.07	D(D)
	(12,650)	(10,900)	(1.16)		(13,790)	(13,200)	(1.04)	
Southeast								
• MUNI	5,840	4,970	1.18	D(D)	6,480	5,200	1.25	D/E(D)
	(3,390)	(2,920)	(1.16)		(3,750)	(3,050)	(1.23)	
North Bay								
• Golden Gate Bus	7,010	8,500	0.82	C(C)	11,520	11,100	1.04	D(D)
	(4,750)	(5,500)	(0.86)		(7,810)	(7,200)	(1.08)	
• Golden Gate Ferry	1,400	2,300	0.61	B(C)	2,010	3,200	0.63	B(C)
	(1,050)	(1,400)	(0.75)		(1,490)	(1,900)	(0.78)	
East Bay								
• AC Transit	13,630	13,800	0.99	D(D)	19,410	14,700	1.32	E(E)
	(9,160)	(9,200)	(1.00)		(13,050)	(9,700)	(1.35)	
• BART	31,530	19,000	1.66	D(D)	52,200	30,900	1.69	D(D)
	(18,090)	(10,900)	(1.66)		(30,340)	(18,000)	(1.69)	

TABLE IV.C.9: 1990 AND 2005 INTERPOLATED OUTBOUND TRANSIT RIDERSHIP. CAPACITY AND LEVELS OF SERVICE AT SCREENLINES (Continued)

	Interpolated 1990				Interpolated 2005			
Screenline	Riders	Capacity/a/	R/C/b/	LOS/c/	Riders	Capacity/d/	R/C/b/	LOS/c/
South Bay								
• BART/e/	11,600 (6,920)	19,600 (9,200)	0.59 (0.75)	A(B)	13,270 (8,010)	18,000 (9,000)	0.74 (0.89)	B(B)
• CalTrain	3,550 (2,330)	6,100 (4,050)	0.58 (0.56)	A(A)	3,810 (2,510)	6,900 (4,600)	0.55 (0.55)	A(A)
• SamTrans	2,250 (1,840)	2,600 (1,900)	0.87 (0.96)	C(C)	2,960 (2,490)	5,100 (3,700)	0.58 (0.67)	B(B)

Data are represented as follows: Peak Period
(Peak Hour)

NOTES:

/a/ For consistency of this analysis, the unit of seats has been used to define capacity -- capacities are the same as those used for the 1985 Mission Bay analyses.
/b/ Riders-per-seat provided.
/c/ Levels of Service, as defined in Transportation Research Board Circular 212.
/d/ For consistency of this analysis, the unit of seats has been used to define capacity -- capacities are the same as those used for the year 2000 Mission Bay analyses.
/e/ Includes travelers to southeast and southwest San Francisco and San Mateo County, measured as westbound departures at the Civic Center Station.

SOURCE: Mission Bay Final EIR and Environmental Science Associates, Inc.

generally remain at the current 1990 levels. The Northeast screenline would continue to operate at LOS E during both the p.m. peak period and hour, while the Southwest screenline would continue to operate at LOS D during the p.m. peak period and hour. The Northwest screenline would continue to operate at LOS D during the p.m. peak period and LOS E during the p.m. peak hour. The only deterioration in LOS would occur on the Southeast screenline where the p.m. peak period LOS would drop from D to the D/E range.

North Bay

Golden Gate Transit -- Buses. Ridership on Golden Gate buses is projected to increase by 57 percent between 1990 and 2005 during both the p.m. peak period and hour. The levels-of-service would deteriorate from the current LOS C to generally acceptable LOS D during both the p.m. peak period and hour. The p.m. peak period ridership/capacity (R/C) ratio would increase from 0.82 to 1.04, while the p.m. peak hour R/C would increase from 0.86 to 1.08.

Golden Gate Transit -- Ferries. Between 1990 and 2005, total ridership on Golden Gate ferries is projected to increase by 38 and 39 percent during the p.m. peak period and hour, respectively. Ridership on Golden Gate ferries will not grow as rapidly as ridership on Golden Gate buses. The levels-of-service will not change from the current 1990 levels. The p.m. peak period will remain at LOS B, while the p.m. peak hour will remain at LOS C.

East Bay

BART -- TransBay. The total ridership on BART across the East Bay screenline is projected to increase by about 58 and 60 percent during the p.m. peak period and hour, respectively. According to the Mission Bay EIR, the increases in total BART ridership would be attributed predominantly to increases in BART ridership by travelers from the downtown and vicinity, who have better access to BART and, therefore, would have a higher propensity to shift to BART than other travelers from other areas crossing the East Bay screenline. The p.m. peak period and hour levels-of-service would not deteriorate from the current LOS D. In fact, the R/C ratios during the p.m. peak hour and period would increase only slightly from 1.66 in 1990 to 1.69 in 2005.

AC Transit. The total ridership on AC Transit is projected to increase comparatively less than ridership on BART because of the assumed limitation on increasing AC Transit's Transbay services (either routes or frequencies). Therefore, AC Transit's ridership is projected to increase by some 38 percent during both the p.m. peak period and hour. Level-of-service conditions would deteriorate from the current LOS D to LOS E during both the p.m. peak period and hour. The R/C ratios would increase from 0.99 to 1.32 during the p.m. peak period, while the p.m. peak hour R/C would increase from 1.00 to 1.35.

South Bay

CalTrain. CalTrain ridership is projected to increase by approximately 7 percent during both the p.m. peak hour and period between 1990 and 2005. The levels-of-service would remain at A during both the p.m. peak period and hour, with R/C ratios of about 0.55.

SamTrans. SamTrans ridership is projected to increase by approximately 28 percent during the p.m. peak period and 32 percent during the p.m. peak hour between 1990 and 2005. Because of the service improvements anticipated for SamTrans, the levels-of-service would improve from the current LOS C to LOS B in 2005 for both the p.m. peak period and hour. The R/C ratios would decrease significantly -- from 0.87 to 0.58 during the p.m. peak period, and 0.96 to 0.67 during the p.m. peak hour.

BART. South Bay BART ridership is projected to increase by approximately 13 percent during the p.m. peak period and 14 percent during the p.m. peak hour between 1990 and 2005. The p.m. peak period level-of-service would deteriorate from the current LOS A to LOS B, while the p.m. peak hour LOS would remain at B. The R/C ratios would increase from 0.59 to 0.74 during the p.m. peak period, and 0.75 to 0.89 during the p.m. peak hour.

LOCAL IMPACTS

It is not possible to predict exactly where within the seven Enterprise Zone communities the jobs generated by the Enterprise Zone program will occur. Therefore, a site-specific description of the potential traffic and transit impacts on a community-by-community level is not feasible. In general, it can be assumed that the primary arterials, collector roadways and key intersections within each community

would experience the greatest impact of the Enterprise Zone trips. Again, as noted earlier, the local vehicle and transit volumes added by the Enterprise Zone program are likely to be statistically insignificant in comparison to daily fluctuations. Furthermore, it is important to note that the Enterprise Zone employment would be facilitated in existing buildings that are either currently vacant or underutilized. These same structures likely housed businesses that previously generated trips that were accommodated by the local roadway networks.

NOTES - Transportation and Circulation

/1/ Mission Bay Final EIR, Vol. II, 86.505EMTZ, certified August 23, 1990.

/2/ Recht Hausrath and Associates (RHA) conducted sample surveys of employees in the C-3 District and the South of Market Area in 1982, while MTC conducted a sample survey of households in the nine-county region in 1981, the results of which were available in 1983. The RHA surveys provide data on where Downtown employees live, and the MTC survey provides data on all travel made by members of Bay Area households.

Responses to the sample surveys of downtown employees and to MTC's sample survey of households in the region were used to estimate percentages of each corridor's travel by mode, based on the information provided in the surveys for each of three trip purposes defined in the MTC Survey. After modal percentages were estimated for each trip purpose, for the p.m. peak hour and the p.m. peak period, they were added together. The total estimates of volume by mode were then checked against the existing screenline counts of vehicles and transit passengers to determine if the correct factors had been used for the geographic distribution to corridors, the assignment of trips to screenlines, the assignment of trips to modes, and the amount of travel occurring by mode during the p.m. peak hour and p.m. peak period. The calibration was considered completed when the appropriate ratios of trips from the Downtown & Vicinity to total trips at the screenline were derived for each mode for the p.m. peak period and the p.m. peak hour (that is, when screenline trip estimates resulting from the calculations matched actual screenline counts).

D. AIR QUALITY

Implementation of the proposed project would result in the emission of criteria air pollutants. Because the project would encourage the increased use of existing space rather than development of new structures, activities such as demolition, excavation and construction would contribute a negligible portion of project-related emissions. The combustion of natural gas for space heating would primarily generate emissions of NO_x. In the Mission Bay EIR, space-heating emissions were considered to constitute less than ten percent of total project-area emissions (space-heating and motor vehicle

emissions) of NO_x. Therefore, motor-vehicle operation, the primary source of project-generated emissions of criteria air pollutants, is the focus of this analysis. (For more detail on air pollutant emissions of buildings and their impacts, see Mission Bay EIR, Vol. II, pp. VI.F.12-18.)/1/

MOTOR VEHICLE EMISSIONS

Vehicular traffic generated by the project would emit CO, HC, NO_x, SO_x and PM_{10}. The net increase in vehicular emissions with development in the project area has been estimated and summarized in Table IV.D.1 for the year 2005. This increment is compared with San Francisco County transportation-related emissions for 2005.

The Bay Area Air Quality Management District's (BAAQMD's) Guidelines for Assessing Impacts of Projects and Plans (updated in April 1988) recommends thresholds of significance for air quality impacts of project-related emissions. The following analysis employs four of the Guidelines' five tests of significance (tests 1, 2, 3 and 5; the fourth test, for stationary sources only, does not apply to the proposed project).

According to the first test, "Any project or plan which - when added to background levels - would generate carbon monoxide (CO) concentrations above State or national CO standards would be of significant effect by definition." Computer modeling of cumulative carbon monoxide concentrations at eight congested intersections analyzed in the Mission Bay EIR (five of which are intersections adjacent to freeway ramps) suggests that State and federal standards for eight-hour average concentrations (9 parts per million [ppm]) currently may be violated on occasion at the intersection of Sixth and Brannan Streets (13.4 ppm) and at the intersection of Third and Berry Streets (9.2 ppm). None of the eight intersections currently violates State or federal one-hour standards (20 ppm and 35 ppm, respectively). Carbon monoxide concentrations are expected to improve throughout the region, primarily due to better vehicle emission controls. Carbon monoxide concentrations at the eight intersections, even with Mission Bay and cumulative growth in traffic, are projected to decrease. No violations of State or federal carbon monoxide standards are expected at those intersections in 2000 or at buildout of Mission Bay in 2020. Similarly, no violations would be expected in 2005, the buildout year of Enterprise Zone designation. (For more detail on intersection

carbon monoxide concentrations, see Mission Bay EIR, Volume II, pp. VI.F.9-10 and 17-19, and Table VI.F.4, p. VI.F.18.)/1/

The second test of significance states that the level of emissions from direct and indirect sources would be considered significant if emissions equalled or exceeded 150 pounds per day (lb/day) for HC, NO_x, SO_x and PM_{10}. Project-generated emissions associated with motor vehicle traffic in the project area in 2005 would be about 20 lb/day of HC, 40 lb/day of NO_x, 6 lb/day of SO_x and 70 lb/day of PM_{10} (see Table IV.D.1). Project-related emissions of criteria air pollutants would therefore not violate the second test of significance.

The third test of significance states, "If emissions are solely from indirect sources, the project or plan is to be considered significant if emissions levels (of criteria pollutants) equal or exceed one percent (1%) of the transportation-related emissions of the county." A determination of significant effect on air quality on the basis of this one percent criterion does not mean necessarily that a project's emissions would cause, or contribute measurably to, excesses of ambient air quality standards. Rather, the purpose of the criterion is to identify those projects that would cause a substantial change in area-wide emissions and underscore the need for local government to consider incorporation of mitigation measures to reduce the projected emissions. Table IV.D.1 shows projected daily emissions of criteria air pollutants in 2005 from project-generated traffic and compares them with San Francisco County transportation-related emissions. The project would contribute less than one percent to the transportation-related emissions of CO, HC, NO_x, SO_x, and PM_{10} in San Francisco County.

As noted earlier, the fourth test of significance, for stationary sources only, does not apply to the proposed project and is not included here.

The fifth test judges the significance of a project or plan based on the population or employment projections for the sub-region as compared with the Association of Bay Area Governments' (ABAG) Projections 83 or Projections 85. If the "population or employment projections for the sub-region . . . would be exceeded because of the project or plan, there could be a finding of lack of consistency or conformity with the Bay Area Air Quality Plan." Project-generated increases in population and

TABLE IV.D.1: DAILY PROJECT-GENERATED MOTOR VEHICLE EMISSIONS, 2005

Pollutant	Emissions (lb/day) Project Increment/a/	San Francisco County/b/	Net Project Increase as % of County Emissions
CO	470	227,600	0.2
HC	20	22,000	0.1
NO_x	40	46,200	0.1
SO_x	6	33,000	< 0.1
PM_{10}	70	54,800	0.1

/a/ "Project Increment" refers to emissions attributable to the project. Peak-hour vehicle trips were estimated to be 10% of the total daily vehicle trips, for a total of 2,720 trips per day. On the basis of weighted averages of trip lengths contained in the BAAQMD's Guidelines for Assessing Impacts of Projects and Plans, the average vehicle trip length was calculated to be about five miles. Motor vehicle emission rates for an assumed speed of 25 miles per hour (mph) also were obtained from the BAAQMD's Guidelines.

/b/ Year 2005 San Francisco County emissions projections were extrapolated from 1976-2000 data in ARB's "Emission Trends for the Bay Area Air Basin," base year 1985.

SOURCE: Environmental Science Associates, Inc.

employment in San Francisco are considered to be contained within projections presented in the Mission Bay EIR, rather than being additions to the Mission Bay EIR projections. Mission Bay EIR projections represent a "substantially more intensive use" of the Mission Bay Project Area than was assumed in Projections 83 and, as such, would generate larger amounts of air pollutants than the 1982 Air Quality Plan assumed. This would be inconsistent with the 1982 Air Quality Plan with respect to land-use / demographic-growth projections for the Mission Bay Project Area. The proposed Enterprise Zone, as a portion of the cumulative growth presented in the Mission Bay EIR, would similarly be inconsistent with the 1982 Air Quality Plan, especially so as the Mission Bay Project Area is a part of the Enterprise Zone.

CUMULATIVE IMPACTS

The Mission Bay EIR analyzed cumulative effects of development in downtown San Francisco and vicinity on regional air quality in the future. This material is incorporated by reference and summarized here. The analyses in the Mission Bay EIR describe the continued failure of the Bay Area to attain federal ozone and carbon monoxide standards, a problem to which the proposed Enterprise Zone would contribute.

Motor vehicle exhaust emissions would continue to be the primary source of air pollutants in the downtown and vicinity. These emissions would affect local and regional air quality. Ozone and carbon monoxide concentrations occasionally violate air quality standards at some locations in the Bay Area. Emissions of hydrocarbons and nitrogen dioxide, precursors of ozone, would contribute to regional ozone concentrations. Emissions would also add to carbon monoxide concentrations at congested intersections.

NOTE - Air Quality

/1/ Mission Bay Final EIR, Vol. II, pp. VI.F.12-19, 86.505EMTZ, certified August 23, 1990.

E. SEISMICITY

The closest active faults to San Francisco are the San Andreas Fault, about nine miles southwest of Downtown; the Hayward Fault, about nine miles northeast of Downtown; the San Gregorio Fault, about 20 miles west of Downtown; and the Calaveras Fault, about 22 miles east of Downtown. Depending on the specific location, during a major earthquake the communities of the Enterprise Zone area would experience groundshaking varying from Violent (Intensity Level B, fairly general collapse of brick and frame structures when not unusually strong, serious cracking of better buildings, lateral displacement of streets, bending of rails and ground fissuring) to Weak (Intensity Level E, occasional fall of brick chimneys and plaster)./1/ The seven communities that make up the Enterprise Zone, like other parts of the City and the Bay Area, include in their boundaries areas of inactive faults, potential liquefaction hazard areas, potential subsidence hazard areas and potential landslide areas.

The Downtown Plan EIR includes information on Seismic Safety issues in the C-3 District of Downtown. That information remains current. The South of Market Plan EIR provides similar information for that area, as does the Mission Bay EIR for its project area. These EIRs do not provide any new data about seismic issues that establish a need for revisions in the Downtown Plan EIR information or conclusions.

In summary, the Application Area, like other parts of San Francisco and the Bay Area, is subject to potentially large earthquakes from the San Andreas and Hayward faults. The eastern edge of the area, including nearly all of the Mission Bay Project Area, is built on filled land and would be subject to violent groundshaking intensity and liquefaction. Employment growth, such as that projected for the Zone area, would result in larger numbers of persons being exposed in the future to earthquake hazards, if a seismic event occurred during the work day. During an earthquake, glass, and in some cases building cladding, is expected to endanger those on the streets and sidewalks. This hazard would be somewhat mitigated, however, if existing buildings in the Enterprise Zone area were upgraded during the life of the program. The bridges leading to/from San Francisco are expected to be closed for over three days due to damaged access ramps. The same would be true of the freeways heading south to the Peninsula. MUNI and CalTrain would be out of service for some time, and power outages would occur for at least one or two days. (See Downtown Plan EIR pp. IV.K. 1-17a; Mission Bay EIR, Vol.II, pp. VI.K. 11-15 and 33-43; South of Market EIR, pp. 154-174.)

A moderate earthquake with an estimated magnitude of 7.1 on the Richter Scale occurred in the Bay Area in October 1989. The earthquake lasted about 15 seconds and caused damage in the epicentral region of Santa Cruz, Watsonville, Hollister and Los Gatos. San Francisco and other areas, as far as 50 miles from the epicenter, were also damaged.

Casualties and damage were caused by falling objects, collapsed structures, fire and miscellaneous injuries (such as heart attacks). Most of the casualties and damage were a result of ground shaking which caused the Cypress structure of I-880 to collapse, as well as collapse of a section of the Bay Bridge which rendered it closed to traffic for one month. The Cypress structure has since been demolished. Other structural damage was incurred on the Embarcadero Freeway and portions of I-280 and U.S. 101. In addition, several masonry structures (including brick chimneys) failed. Wood-frame

buildings were jolted off their foundations in areas near the epicenter as well as in San Francisco and other Bay Area cities.

Ground failure also occurred, most notably in the Santa Cruz area near the epicenter. Landslides resulted in road closures and damage to structures. Liquefaction and ground settlement occurred in places further from the epicenter (primarily, for example in the Marina District and the area south of Market Street in San Francisco, and the Oakland International Airport). Fires resulted from ruptured utility lines. The type of damage caused by the earthquake is typical of moderate sized earthquakes. Damage occurring at distances up to 50 miles from the epicenter is evidence that the project area may be adversely affected by earthquakes occurring on any of the region's major faults. Damage in the South of Market area was basically confined to buildings constructed prior to 1970.

An earthquake of similar magnitude to (or larger than) the 1989 earthquake is likely to occur again on the San Andreas, Hayward, or Calaveras faults. The Mission Bay EIR analyzes seismic impacts for an 8.4 magnitude earthquake on the Richter scale on the San Andreas Fault, a 6.9 magnitude on the Hayward Fault, a 7.3 magnitude on the Calaveras Fault, and a 7.1 magnitude on the San Gregorio Fault and describes damage conditions that generally are greater than were experienced in October 1989. This analysis is included by reference./2/ Other active faults in the region could produce smaller earthquakes.

NOTES - Geology and Seismicity

/1/ URS/John A. Blume and Associates, *San Francisco Seismic Safety Investigation*, 1974. Groundshaking intensities that would result from a major earthquake were projected and classified on a five-point scale ranging from E (Weak) through A (Very Violent).

/2/ Mission Bay Final EIR, Vol. II, pp. VI.K.11-15, 86.505EMTZ, certified August 23, 1990.

F. PLANS AND POLICIES

- The San Francisco Master Plan contains a number of objectives and policies that are relevant and applicable to designation of an Enterprise Zone. Some of the key objectives and policies of the Plan are noted here. This information is provided

in response to a concern raised by the State Department of Commerce in its reply to the Notice of Preparation. In the Initial Study, it was concluded that the proposed Enterprise Zone was consistent with local plans and policies. Department of Commerce staff asked for further information in this area. Note that designation would not cause any change in Master Plan objectives or policies, nor would it permit developments that would otherwise be prohibited by existing zoning or planning designations in the Enterprise Zone area.

SAN FRANCISCO MASTER PLAN

The Commerce and Industry Element of the Master Plan of the City and County of San Francisco sets forth objectives and policies that address the broad range of economic activities, facilities and support systems that constitute San Francisco's employment and service base.

General / Citywide

Objective 2: Maintain and enhance a sound and diverse economic base and fiscal structure for the City.

Policy 1: Seek to retain existing commercial and industrial activity and to attract new such activity to the City.

Objective 3: Provide expanded employment opportunities for City residents, particularly the unemployed and economically disadvantaged.

Policy 1: Promote the attraction, retention and expansion of commercial and industrial firms which provide employment improvement opportunities for unskilled and semi-skilled workers.

Policy 2: Promote measures designed to increase the number of San Francisco jobs held by San Francisco residents.

Policy 3: Emphasize job training and retraining programs that will impart skills necessary for participation in the San Francisco labor market.

Policy 4: Assist newly emerging economic activities.

Objective 4: Improve the viability of existing industry in the City and the attractiveness of the city as a location for new industry.

Policy 1: Maintain and enhance a favorable business climate in the city.

Policy 2: Promote and attract those economic activities with potential benefit to the City.

Policy 3: Avoid public actions that displace existing viable industrial firms.

Policy 4: When displacement does occur, attempt to relocate desired firms within the City.

Policy 9: Maintain a competitive tax structure for industrial uses.

Policy 11: Maintain an adequate supply of space appropriate to the needs of incubator industries.

Neighborhood Commerce

Objective 6: Maintain and strengthen viable neighborhood commercial areas easily accessible to City residents.

Policy 1: Ensure and encourage the retention and provision of neighborhood-serving goods and services in the City's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.

Policy 2: Promote economically vital neighborhood commercial districts which foster small business enterprise and entrepreneurship and which are responsive to economic and technological innovation in the marketplace and society.

Policy 10: Promote neighborhood commercial revitalization, including community-based and other economic efforts where feasible.

The Downtown Area Plan of the Master Plan of the City and County of San Francisco applies to some areas of the proposed Enterprise Zone, including parts of the North of Market and the South of Market communities.

Objective 2: Maintain and improve San Francisco's position as a prime location for financial, administrative, corporate and professional activity.

Objective 5: Retain a diverse base of support commercial activity in and near downtown.

Policy 1: Provide space for support commercial activities within the downtown and adjacent areas.

The Chinatown Area Plan of the Master Plan of the City and County of San Francisco applies to most of the Chinatown community proposed in the Enterprise Zone application.

Objective 6: Retain Chinatown's role as a capital city.

Policy 1: Provide incentives for location and expansion of institutions and cultural facilities.

Policy 2: Provide for modest expansion of community business offices related to Capital City role.

The Civic Center Area Plan of the Master Plan of the City and County of San Francisco applies to sections of the North of Market and the South of Market communities of the Enterprise Zone.

Objective 3: Provide convenient access to the circulation within the Civic Center, and support facilities and services.

Policy 4: Encourage privately owned support and personal services establishments to locate within the Civic Center area.

The Central Waterfront Plan of the Master Plan of the City and County of San Francisco applies to the portion of the Mission Bay community of the proposed

Enterprise Zone outside the Mission Bay Plan area. "The overall goal of the [Central Waterfront] plan is to create in the Central Waterfront area a physical and economic environment conducive to the retention and expansion of San Francisco's industrial and maritime activities. This goal is set forth in order to reverse the pattern of economic blight in the area and to establish a land base for the industrial and maritime components of the San Francisco economy."

Land Use

Objective 1: Strengthen and expand land uses essential to realizing the economic potential of the central waterfront.

Policy 1: Encourage the intensification and expansion of industrial and maritime uses.

Objective 2: Maintain and develop additional uses on land surplus to industrial and maritime needs.

Policy 2: Retain existing commercial uses and expand as needed to serve increases in the working and residential populations.

Industry

Objective 3: Retain, expand, and protect industrial activity in the central waterfront.

Policy 1: Promote industrial expansion through maximizing and intensifying the use of existing facilities and properties, rehabilitating older industrial structures, and developing vacant land with industrial uses.

Policy 2: Encourage the consolidation of rail operations and unnecessary tracks and facilities to increase land available for industry. Assure no reduction occurs in needed present or future rail service to San Francisco.

Policy 3: Develop and promote training programs to target local residents for employment opportunities resulting from new economic development.

Policy 4: Establish and promote financing programs to provide funds for local business development.

Policy 5: Support the expansion of small businesses and firms in newly emerging industries.

Policy 6: Encourage the growth of firms which strengthen or complement the maritime operation of the Port, either by directly engaging in maritime activities or by providing ancillary services.

Policy 7: Remove antiquated and over-restrictive provisions from City codes that impose undue burdens on industry and restrict expansion efforts, but maintain requirements designed to protect and enhance environmental quality.

Commerce

Objective 5: Provide a quantity and mix of commercial activities necessary to serve the local needs of the central waterfront.

Policy 1: Promote the retention and improvement of existing commercial activities that support local residential, industrial, maritime, and recreational uses.

Policy 2: Support the expansion of commercial uses if needed to serve demand generated by new development.

The South Bayshore Area Plan of the Master Plan of the City and County of San Francisco applies to some areas of the South Bayshore community of the proposed Enterprise Zone. (Note that this Area Plan is being revised, but the basic intent of the relevant objectives is not expected to change in major ways.)

Objective 9: To improve the shopping areas and to attract appropriate commercial investment for the greater convenience and pleasure of the people who live and work in the community. Under the plans and policies proposals section of this objective, Third Street is identified as the district's main commercial corridor, especially between Kirkwood and Thomas Avenues, which should be maintained and encouraged.

Objective 10: To provide job opportunities by encouraging industrial development best suited to the City's economic base and to the South Bayshore district.

The South of Market Area Plan of the Master Plan of the City and County of San Francisco applies to a considerable area of the South of Market community of the proposed Enterprise Zone.

Business Activity

Objective 1: Protect existing industrial, artisan, home and business service, and neighborhood-serving retail, personal service and community service activities from displacement and facilitate their expansion.

REFERENCE - Plans and Policies

San Francisco Department of City Planning, Master Plan of the City and County of San Francisco: Commerce and Industry Element, Chinatown Plan, Central Waterfront Plan, South of Market Plan, Civic Center Plan, and South Bayshore Area Plan.

G. GROWTH INDUCEMENT

The Enterprise Zone project would intensify commercial and industrial uses throughout the Application Area and result in an additional 4,300 new jobs by year 2005. These jobs would be created by existing businesses in the Application Area that would expand in response to program incentives, existing businesses outside the Application Area that would relocate to it, newly formed small firms in the Area, and existing firms that would have chosen to move from the City in the absence of Zone incentives. The increase in employment in the Application Area would not statistically affect the overall growth in employment that is projected for the City as a whole by 2005.

It is expected that most workers holding the new jobs would live in San Francisco; about 60 percent would be residents in the Application Area. The project would not induce significant population growth or increase demand for housing in the City.

To the extent that the project is successful, it would increase the demand for retail goods and services in the Application Area. Because the 4,300 jobs are spread over

such a large area, about 9.6 square miles, this effect on demand would not be noticeable in any particular community.

The project would occur in a developed, built-out urban area and no expansion to the municipal infrastructure not already under consideration would be required to accommodate new development and increased employment due to, or induced by, the project.

A. LAND USE

Because no significant adverse impacts on land use have been identified, no mitigations are required.

B. EMPLOYMENT, POPULATION AND HOUSING

No mitigations are warranted. The total number of jobs attributable to the Enterprise Zone over the 15-year designation, 4,300, would be about 7 percent of the projected employment growth for the Enterprise Zone area during 1990 to 2005. On the basis of information from the literature survey on the performance of other enterprise zones, it is expected that a majority of workers hired for these jobs would be existing Zone residents, most of the remainder would reside elsewhere in the City, and many of these residents would be otherwise unemployed. No housing or population impacts would result from the employment generated by the Zone.

C. TRANSPORTATION AND CIRCULATION

OVERVIEW

Most of the transportation impacts described for the regional and local screenlines would be caused by anticipated growth in the city and the remainder of the region, rather than by growth in the seven Enterprise Zone communities. It is important to note that the job growth associated with the Enterprise Zone program would likely occur regardless of the program; it would simply occur within other communities of the City or region. In addition, some of the growth associated with the Zone represents a capture of jobs that would have moved out of the City to other parts of the region. Given the generic nature of the proposed Enterprise Zone program (i.e., potential employment cannot be pinpointed to specific locations within the seven communities), project-related impacts cannot be predicted on a site-specific basis. Therefore, the mitigation of the impacts requires action to be taken at a Citywide and regional level rather than at a neighborhood level.

The employment projected to result from Enterprise Zone designation would produce a relatively small number of commuters driving elsewhere in the region. The regional impacts (i.e., those occurring at the regional screenlines) have been addressed in the Mission Bay EIR and summarized in Chapter IV above. The regional or cumulative mitigation measures recommended in the Mission Bay EIR are also relevant here insofar as the Enterprise Zone project can be said to contribute to significant cumulative transportation impacts.

Measures That Could be Implemented by Public Agencies

The following presentation of Citywide and regional transportation improvements, summarizing mitigation measures included in the Mission Bay EIR, would help to reduce cumulative City and regional transportation impacts:

- The City could act on, or endorse the implementation of, transportation mitigations described in the Mission Bay EIR Vol. II, Section VI.E, Mitigation, pp. VI.E.214-VI.E.217 for the year 2000 and VI.E.224-VI.E.231 for 2020, and in the South of Market Plan EIR, pp. 189-194. The measures for the year 2000 include: constructing and maintaining rail rapid transit lines from downtown San Francisco to suburban corridors and major non-downtown centers in San Francisco; increasing funding for Vehicle Acquisition Plans for San Francisco and regional transit agencies to expand existing non-rail transit service; providing exclusive transit lanes on City streets and on freeways; reducing incentives to drive, by discouraging long-term parking; encouraging carpools, vanpools, and bicycle use; improving pedestrian circulation within downtown San Francisco; and providing transportation brokerage services. The Mission Bay EIR further describes various types of measures to illustrate the magnitude of improvements needed to mitigate the impacts of City and regional growth in 2020.

- One example of such mitigations is: In order to assist MUNI in maintaining and augmenting transit service in the Downtown and Vicinity and surrounding neighborhoods, new and expanded office developments in the Enterprise Zone communities would be subject to the same fee requirements stated in the Transit Impact Development Fee (TIDF) Ordinance (San Francisco Ordinance #224-81), and any applicable amendments, wherever they are not already subject to those requirements.

- An additional suggested measure, not presented in the Mission Bay EIR, is:

- Transportation System Management (TSM) policies which include economic incentives, such as a tax credit for employees who do not commute from another region or for employers who hire qualified local residents, could be adopted on a Citywide basis, and implemented aggressively.

Some of the implementing actions would require approval by decision-makers outside the City and County of San Francisco; many of the measures would require action by City agencies other than the City Planning Commission, such as the San Francisco Public Utilities Commission and/or Board of Supervisors. All, except such things as providing transportation brokers, would require funding from, or approval by, MTC. These measures are system-wide measures that must be implemented by public agencies. Because the impact of the Enterprise Zone employment on regional transportation systems would at worst not be much larger than that of a large downtown office building and is, in fact, likely to be smaller than that of such a building, it would not be appropriate to impose system-wide mitigation measures on this project.

Program-Specific Measures

The following specific mitigation measure is recommended for the Enterprise Zone program.

- Establish a Transportation Management Association Program (TMAP) for each of the Enterprise Zone communities. The San Francisco Transportation Expenditure Plan includes provisions for a TMAP./1/ The goal of the TMAP would be to attain ridesharing, transit, bicycle and walking modal split goals for travel by employees within the seven Enterprise Zone communities. The program would also include an educational element. A facility commonly referred to as a transit store would likely be instituted in at least some of the communities. Successful transit stores currently operate in Berkeley (Berkeley Trip) and Pomona (The Transit Store), among other locations. Transit stores typically offer detailed information (i.e., fare structures, schedules, etc.) on rail transit, buses, cabs, airport shuttles and paratransit. Transit stores also provide information on and coordination for commuter alternatives (e.g., car/vanpooling). Also, tickets and bus passes are usually available at transit stores.

  A Transportation Management Coordinator (TMC) for each Enterprise Zone Community would develop a program, through the establishment of a Transportation Management Association (TMA) or similar entity, to facilitate information access by individual building owners to transportation systems and facilitators including MUNI, BART, CalTrain, SamTrans, AC Transit, Golden Gate Transit, Rides for Bay Area Commuters, MTC, and others. Through the TMA, Employee Transportation Coordinators (ETC) would be established to collect information on particular Enterprise Zone employee origin/destination patterns, mode split propensities, and temporal (time-of-day) distribution characteristics. These data would be used as input to the County Transportation Authority's transportation model. Employees would also be surveyed to determine the possibilities for ridesharing programs within the particular communities. ETCs would also provide publicity, information and assistance regarding services, routes, and schedules of all transit services available to the employees and visitors of their particular building/community.

  The Enterprise Zone TMAP would specify community-wide and use-specific standards, such as modal-split goals; parking requirements by type (all-day, short-term and loading, whether on-site or off-site); incentives for joint use or shared parking by complementary uses; and ridesharing/vanpool vehicle parking incentives to encourage compliance with the standards. The TMAP would also include a periodic monitoring schedule to gauge the success of the program and to identify modifications to improve its performance, if warranted. Additional activities, as prescribed in agreements negotiated subsequent to periodic monitoring, may also be included.

  Implementation of the program would involve coordination with the Transportation Planning staff in the San Francisco Department of City Planning.

D. AIR QUALITY

Implement mitigation measures designed to reduce motor vehicle trips, as discussed in Section V.C, Transportation and Circulation, to help reduce the impact of motor-vehicle- generated air pollutant emissions on regional and local air quality, consistent with the goals of the 1982 Bay Area Air Quality Plan.

NOTE - Mitigation Measures

/1/ City and County of San Francisco, Transportation Expenditure Plan. Adopted July 24, 1989

This chapter identifies alternatives to the proposed project, discusses environmental impacts associated with these alternatives, and gives the reasons why the alternatives were rejected in favor of the project. Regardless of the reasons for rejection, the City could approve an alternative instead of the proposed project if the Board of Supervisors decided that the alternative would be more environmentally appropriate for the project area.

A. ALTERNATIVE A: NO PROJECT

DESCRIPTION

This alternative would entail no designation of Enterprise Zone status for the Application Area. State and local incentives for economic development would not be offered and the projected 4,300 new jobs might not be created in the Application Area.

IMPACTS

If the No-Project Alternative were implemented, none of the impacts associated with the project would occur. The future employment characteristics of this alternative would be similar to the cumulative employment situation described in Chapter IV.B, Employment, Population and Housing Impacts, pp. IV.5 to IV.6, but without some of the additional Enterprise Zone employment. Future transportation and air quality conditions (as described in Chapter IV, Environmental Impacts, pp. IV.21 to IV.35) would reflect impacts of cumulative development, possibly minus the project. Employment in the project area might not increase as it would with the project. This alternative would not contribute to cumulative impacts on highways and transit lines at screenlines or to additional air quality impacts. Business relocations out of San Francisco under this alternative could be greater than under the proposed project.

REASONS FOR REJECTION

This alternative was rejected by the project sponsor because it would not promote the economic development objectives of addressing blight, hiring disadvantaged workers and encouraging economic revitalization in the project area.

B. ALTERNATIVE B: REDUCED-AREA ENTERPRISE ZONE

The project as proposed would have an Application Area of seven communities: South Bayshore, Mission District, South of Market, North of Market, Chinatown, Mission Bay and Western Addition. Alternative B considers a project area of four communities: South Bayshore, the Industrial Area; and Mission District, South of Market and Mission Bay, the Eligible Area.

As with the project, Enterprise Zone designation would introduce state and local incentives into the reduced area to promote economic revitalization of local businesses, hiring of disadvantaged workers and better use of existing space to reduce blight.

The proposed project would create 4,300 jobs because of Enterprise Zone incentives; the reduced-area project would create a projected 3,800 jobs. About 2,950 of these jobs would be in commercial uses and 850 would be in industrial uses. Table VI.B.1 shows how these jobs would be apportioned among the four communities.

In terms of transportation and circulation, Alternative B and the proposed project would produce virtually identical impacts. The reduced area would result in 12 percent fewer daily person trips; however, when these daily person trips are adjusted for peak-period and peak-hour analyses and modal split, and distributed to the several screenlines, the difference from the proposed action is statistically insignificant. The proposed project would generate about 4,125 daily person trips, while Alternative B would generate about 3,645 daily person trips. Table VI.B.2 provides a comparison of the estimated number of outbound p.m. peak-period and p.m. peak-hour trips generated by Alternative B and the estimated number of trips generated by the proposed project, across each of the seven screen lines.

The difference between the proposed project and this alternative in terms of the number of trips crossing the four vehicular screenlines would be imperceptible: fewer than

TABLE VI.B.1: DISTRIBUTION OF ENTERPRISE-ZONE-ACCREDITED GROWTH FOR 2005, REDUCED-AREA ALTERNATIVE

Community	Enterprise Zone Job Growth 1990 - 2005	Enterprise Zone Industrial Job Growth 1990 - 2005	Enterprise Zone Commercial Job Growth 1990 - 2005
South Bayshore	910	280	630
Mission District	470	80	390
South of Market	1,990	420	1,570
Mission Bay	430	70	360
TOTAL	3,800	850	2,950

SOURCE: Environmental Science Associates, Inc.

TABLE VI.B.2: COMPARISON OF ESTIMATED VEHICLE AND TRANSIT TRIPS FOR ALTERNATIVE B AND THE PROPOSED PROJECT, ACROSS SCREENLINES

Screenline	Facility	Project Trips	Alt. B Trips	Reduction in Trips
North Bay	**Golden Gate Bridge**	**17 (9)**	**15 (8)**	**-2 (-1)**
	Golden Gate Bus	59 (40)	53 (36)	-6 (-4)
	Golden Gate Ferry	12 (9)	10 (8)	-2 (-1)
East Bay	**Bay Bridge**	**25 (14)**	**23 (13)**	**-2 (-1)**
	BART	204 (123)	186 (112)	-18 (-11)
	AC Transit	95 (65)	87 (59)	-8 (-6)
South Bay	**Highway 101**	**32 (17)**	**30 (17)**	**-2 (0)**
	I-280	**26 (14)**	**24 (14)**	**-2 (0)**
	CalTrain	41 (27)	39 (25)	-2 (-2)
	SamTrans	18 (15)	17 (14)	-1 (-1)
	BART	21 (13)	20 (12)	-1 (-1)
Northeast	MUNI	153 (88)	135 (78)	-18 (-10)
Northwest	MUNI	238 (137)	210 (121)	-28 (-16)
Southwest	MUNI	297 (171)	262 (151)	-35 (-20)
Southeast	MUNI	98 (56)	86 (50)	-12 (-6)

NOTE: Trips are represented as P.M. Peak Period (P.M. Peak Hour). The information in bold type represents vehicle trips.

SOURCE: Environmental Science Associates, Inc.

five vehicles at each screenline during both the p.m. peak period and hour. On the regional transit routes, the difference would again be imperceptible. The regional ridership difference between the proposed project and this alternative would be less than 10 during the p.m. peak period and p.m. peak hour on all facilities except the East Bay BART. East Bay BART ridership attributable to the Enterprise Zone would decrease by 18 and 11 person trips (this number is still statistically insignificant) during the peak period and hour, respectively. Reduced impacts of Alternative B would be most noticeable on the MUNI screenlines, where from 12 to 35 and 6 to 20 fewer person trips would be generated than with the proposed project, during the p.m. peak period and p.m. peak hour respectively. However, this ridership difference is still considered statistically insignificant.

Because the alternative to the proposed action would not result in significantly fewer trips on any travel mode and at any screenline, the impacts and mitigation measures described for the proposed action would be valid for this alternative.

The net increase in vehicular emissions for this alternative has been estimated for the reduced project area and is summarized in Table VI.B.3 for the year 2005. In the table, this increment is compared with San Francisco County transportation-related emissions for 2005.

Vehicular emissions generated by Alternative B would be slightly less than those estimated for the project, due to the fewer estimated vehicle trips. Based on an analysis using the BAAQMD Guidelines for Assessing Impacts of Projects and Plans' tests of significance, air quality impacts for the alternative would be almost identical to those estimated for the project.

No violations of state or federal carbon monoxide standards, the first test of significance, would be expected with the alternative. Alternative-generated emissions of criteria air pollutants associated with motor vehicle traffic (see Table VI.B.3), less than 150 pounds per day for HC, NO_x, SO_x, and PM_{10}, would not violate the second test of significance. The alternative would contribute less than one percent to the County emissions of CO, HC, NO_x, SO_x and PM_{10}. (The fourth test, for stationary sources only, does not apply to vehicular emissions.) As with the proposed project, Alternative B would represent a more intensive use of the project area. As such, this alternative would be inconsistent with the Bay Area Air Quality Plan and would violate the fifth test of significance.

TABLE VI.B.3: DAILY ALTERNATIVE-GENERATED MOTOR VEHICLE EMISSIONS, 2005

Pollutant	Emissions (lb/day) Project Increment/a/	San Francisco County/b/	Net Alt. Project Increase as % of County Emissions
CO	420	227,600	0.2
HC	20	22,000	0.1
NO_x	40	46,200	0.1
SO_x	6	33,000	< 0.1
PM_{10}	60	54,800	0.1

/a/ "Project Increment" refers to emissions attributable to the project. Peak-hour vehicle trips were estimated to be 10% of the total daily vehicle trips, for a total of 2,420 trips per day. On the basis of weighted averages of trip lengths contained in the BAAQMD's Guidelines for Assessing Impacts of Projects and Plans, the average vehicle trip length was calculated to be about five miles. Motor vehicle emission rates for an assumed speed of 25 miles per hour (mph) also were obtained from the BAAQMD's Guidelines.

/b/ Year 2005 San Francisco County emissions projections were extrapolated from 1976-2000 data in ARB's Emission Trends for the Bay Area Air Basin, base year 1985.

SOURCE: Environmental Science Associates, Inc.

REASONS FOR REJECTION

This alternative was rejected by the project sponsor because it results in 500 fewer jobs in the Enterprise Zone communities, while not decreasing the environmental impacts associated with the project to any significant degree.

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Section 15040, 15081 and 15082 of the State CEQA Guidelines, the purpose of this chapter is to identify impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed project, or by other mitigation measures that could be implemented, as described in Chapter V, Mitigation Measures, pp. V.1 to V.4.

The findings of significant impacts are subject to final determination by the City Planning Commission as part of its certification process for the EIR. In the Final EIR, this chapter will be revised, if necessary, to reflect the City Planning Commission's findings.

Cumulative development in the Enterprise Zone Application Area would have a significant effect on the environment in that it would contribute to cumulative traffic increases as well as cumulative passenger loadings on MUNI, BART and other regional transit carriers. These cumulative transportation impacts could cause violations of the fine particulate matter standards (PM_{10}) in San Francisco, with concomitant health effects. The proposed project would contribute to these cumulative effects.

The project would help to increase the daytime population in the project area, above existing conditions, that would be subject to substantial danger during a major earthquake, and greater concentrations of people would be susceptible to injury. Such population also would contribute to congestion which, along with the debris in the streets, would impede the access of emergency services responding to fire and other earthquake-related emergencies.

VIII. SHORT-TERM VERSUS LONG-TERM IMPLICATIONS

The proposed project and Alternative B, the reduced-area alternative, represent a long-term commitment to intensify the land use in the project area, resulting in increased long-term urbanization. Under both of these alternatives, the mix of land use in the area would not change significantly.

Alternative A, No Project, would maintain the existing land uses and continue the existing pattern in the future. Because it would not include the project incentives that are designed to encourage economic development and revitalization, conditions of blight and underutilization of existing structures would remain. Implementation of the proposed project would contribute to increased economic productivity in the project area. In addition, relocation of business out of the City to other Bay Area communities would diminish somewhat and the hiring of disadvantaged City residents would increase. Alternative B would result in an increase in economic productivity, but to a lesser extent than with the proposed project.

IX. SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES

The proposed project and Alternative B, the reduced-area Alternative, would result in increased annual energy use. The proposed project and Alternative B would require the Mayor's Office of Business and Economic Development to take an active lead in program coordination and outreach, which would necessitate financial and staff commitments by the City. Because the project area is already largely urbanized and because Enterprise Zone activities are not expected to encourage development of new structures, none of the alternatives would result in commitment of any large undeveloped sites, only more intensive use of the land.

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A. INTRODUCTION

This document contains summaries of the public comments received on the Draft Environmental Impact Report (EIR) prepared for the proposed San Francisco Enterprise Zone project, and responses to those comments. Also included are staff-initiated text changes.

All substantive comments made at the Draft EIR public hearing before the City Planning Commission on April 25, 1991, and all written comments received during the Draft EIR public review period from March 21 to May 6, 1991, are presented herein by direct quotation, edited to delete repetition and nonsubstantive material only.

Comments and responses are grouped by subject matter and are arranged by topics corresponding to the Table of Contents in the Draft EIR. Each group of comments is followed by its set of responses; the order of the responses under each topic follows the order of the comments. As the subject matter of one topic may overlap that of other topics, the reader must occasionally refer to more than one group of comments and responses to review all information on a given subject. Where this occurs, cross references are provided.

Some comments do not pertain to physical environmental issues, but responses are included to provide additional information for use by decision makers.

These comments and responses and the Draft EIR, along with the City Planning Commission's certification motion, will constitute a Final EIR under CEQA Guidelines.

B. LIST OF PERSONS COMMENTING

Gary F. Adams, District CEQA Coordinator, California Department of Transportation (written comments, May 3, 1991)

Commissioner Susan Bierman

Morry Hermon, Economic Development Task Force Facilitator, North of Market Planning Coalition (written comments, June 26, 1991)

Sue Hestor, Attorney at Law (public hearing comments, April 25, 1991)

Commissioner Wayne Hu

M. Brett Gladstone, Western Addition Neighborhood Association (written comments, April 24, 1991)

Klaus E. May, Western Addition Hospitality Industry Association (written comments, April 24, 1991)

Commissioner James Morales

Patricia Nathe, Merchant Membership, Haight/Ashbury Improvement Association (public hearing comments, April 25, 1991, and written comments May 5, 1991)

Sam Paredes, Manager, Enterprise Zone Programs, California Department of Commerce (written comments, May 13, 1991)

Jim Rhoads, President, Haight Ashbury Neighborhood Council (written comments, May 5, 1991)

C. COMMENTS AND RESPONSES

GENERAL

Comment

"My first concern is that our organization, which is **extremely** active in planning issues, was not notified of this proposal. It is hard for me to believe that the comprehensive list of organizations your office compiled for this mailing did not include the Haight Ashbury Neighborhood Council." (Jim Rhoads, Haight Ashbury Neighborhood Council)

Response

This is not a comment concerning the environmental impact of the project. The comment was referred to the Mayor's Office of Business and Economic Development (MOBED), which was responsible for making contacts with business and neighborhood organizations in the seven communities during preparation of the Preliminary Application for the Enterprise Zone. MOBED records indicate that the Haight Ashbury Neighborhood Council was mailed a notice regarding the public hearing on the Enterprise Zone Application, held on Monday, August 13, 1990, at the Department of Public Health, Room 300. This notice was addressed to Mr. Rhoads, as follows:

Jim Rhoads
Haight Ashbury Neighborhood Council
81 Downey Street
San Francisco, CA 94117

Also, on July 31, 1990, a Notice of Hearing on the Enterprise Zone Application was published in the following "community-based" newspapers: The Sun Reporter, The Asian Week, Tiempo Latino and The Sentinel.

Additionally, the San Francisco Independent published a brief article informing the public about the hearing.

The Haight Ashbury Neighborhood Council is on the City's EIR distribution list for projects involving the Haight Ashbury neighborhood. The failure to send a Draft EIR was an oversight for which the City apologizes.

Comment

"There is one issue that concerns this Commission, and maybe it's addressed in other documents, but [it's] the discussion of fast-tracking permits through the Department of City Planning, and I think that may need to be addressed." (Commissioner Hu)

Response

The Department Director and Assistant Director - Implementation Division, have agreed with the Mayor's office to give priority to permit applications received by the Department for projects in the Enterprise Zone that the Mayor's staff indicates are using Enterprise Zone services. The Bureau of Building Inspection has agreed to establish the same priorities.

Comment

"[The report] talks about us not having selected a [Mission Bay] alternative, which I think we have." (Commissioner Bierman)

Response

The comment is correct. The fourth paragraph on page IV.5 is revised as follows (additions are underlined, deletions are bracketed):

> "In summary, the long-term employment forecast of Citywide growth between 1985 and 2020 is estimated in the Mission Bay EIR as an increase of about 206,000 jobs./1/ [ ] During the 1990 to 2005 time frame, Citywide growth interpolated from the Mission Bay EIR forecasts would be about 108,400 jobs."

APPROVAL PROCESS

A number of commentors at the Public Hearing on the Draft EIR asked what actions would need to occur as part of the local approval process if the City were designated as an Enterprise Zone. This section provides information on the specific steps that must be taken by the City to satisfy the State's requirements for completion of the EIR.

The City was notified by letter dated July 22, 1991 that it had been awarded conditional designation status as an Enterprise Zone. The State requires that the City complete the EIR, and the EIR review and project approval process under CEQA, within 90 days after the mailing date on this notification; i.e., by October 20, 1991. The City must submit two copies of each of the following documents to the Department of Commerce:

(A) Final EIR for the Enterprise Zone;

(B) Written certification, pursuant to Section 15090 of the CEQA Guidelines;

(C) Written findings, if any, pursuant to Section 15091 and 15093 of the CEQA Guidelines;

(D) Written project approval, pursuant to Section 15092 of the CEQA Guidelines, including conditions of approval, if any; and

(E) Notice of Determination, pursuant to Section 15094 of the CEQA Guidelines.

Accordingly, the following actions need to be taken by the City to meet the State's requirements.

The San Francisco Planning Commission must review and certify the EIR at a public meeting. Conforming to San Francisco practice, there will not be a public comment period for the Final EIR. Following this action, the Board of Supervisors must review and approve the Enterprise Zone project at a public hearing and make findings, as necessary, including the rationale for each finding. The City must file a Notice of Determination with the County Clerk and the Governor's Office of Planning and Research following project approval by the Board of Supervisors.

Upon timely receipt of the documents listed above, and prior to granting final Enterprise Zone designation, the Department of Commerce, as a responsible agency

under CEQA, will review and consider the information in the Final EIR and decide whether or how to approve the project.

NATURE AND OBJECTIVES OF THE ENTERPRISE ZONE PROGRAM

A number of the comments on the Draft EIR concerned the Enterprise Zone program itself, rather than the content of the Draft EIR. These comments are contained in this section, along with the responses. This information, while not related to the adequacy of the EIR, is provided for consideration by the Board of Supervisors and the Mayor's Office of Business and Economic Development (MOBED), the project sponsor.

Comments

"This is a letter on behalf of the board of the Haight Ashbury Improvement Association which tries to represent the interests of the betterment of the neighborhood and the vitality of our shopping district. We request consideration of a geographical revision of the proposed SF Enterprise Zone to exclude the blocks including Masonic to Stanyan and on both sides of Haight Street. We are concerned that the designation of a thriving economy (with good rents, low vacancy rates, expensive homes, excellent foot traffic and an international reputation as an interesting and unusual neighborhood with an appeal for tourists) as a 'blighted district' may become a self-fulfilling prophecy. While we appreciate the general intention by the Mayor to restore and protect a healthy business environment to retain and attract business and industry, we feel that application of this designation to our neighborhood shopping center may not be an appropriate use of this concept.

"Most of the businesses in our organization are small family, partner or owner-operated, 'mom and pop' stores with less than five employees, little large-scale equipment beyond cash registers and credit card machines, small start-up costs, and the necessity to operate at a profit rather than a loss. Frequently these stores are selling expertise as well as a product. For these reasons, we see limited opportunities for existing businesses to take advantage of the proffered tax incentives and we anticipate that the beneficiaries of the Enterprise Zone may be businesses which are

located elsewhere, having more locations, more employees, more equipment, less loyalty to the community, etc. The net result over time might be the unintended disimprovement of our local community, foot traffic and neighborhood.

"... Please do not artificially tamper with a successful market economy in a way which might destablize our environment. We have 200 stores with 25,000 population, more than double the number which would survive without preserving our tourist base and our foot traffic. We feel the fragility of our survival and hope you will aid us in preserving it.
"What can happen in a district -- I don't know if you are familiar with some of these neighborhoods I could mention, but Telegraph Avenue in Berkeley, the "U" district in Seattle, when you get a large number of national corporations coming in, people do one-stop shopping. They drop off their film to be developed. They buy their to-go food, and they leave. They don't want to go up and down and explore the unique, individually designed product, maybe handmade store items. You lose your foot traffic. And sometimes then the major corporations say, 'Hey, we got 28 outlets and this one is not doing very well, so let's shut it down.'

"You may end up having a self-fulfilling prophecy about a blighted neighborhood here where we are not blighted. You are basing this on 1980 statistics, not 1990 statistics. We have a very low vacancy rate. Our current rental per square foot is quite good and we are a little scared about the result of you ... including us with the Bayview, the Western Addition, the Tenderloin, South of Market, the Mission District, etc. We seem to be a neighborhood in a little different category than those.

"So to give us a tax benefit to hire unskilled labor would not benefit the majority of the businesses on our street. To allow businesses coming in who can write off their losses over a 15-year time period would not benefit a mom and pop corporation where you need to support yourselves. So what it does is it artifically alters what is basically a very healthy economy on Haight Street and allows businesses that are operating on a different sort of economy to come in and compete with us." (Patricia Nathe, Haight Ashbury Improvement Association)

"My ... main concern is that this legislation, that is written for economically depressed areas, does not apply to Haight Street at all. Right now, Haight Street is a thriving

and economically viable commercial corridor. If you want proof of this, walk along Haight Street on any weekend. Since your study was apparently based on 1980 census figures, it does not take into account our current economic status. The state incentives offered in these Enterprise Zones would be of little use in Haight Street's crowded small-business climate. Indeed these incentives may have the adverse effect of appealing to either large business developers that find the prospect of a 'fifteen-year net operating loss carry-forward' attractive when it is balanced against their other business profits or to businesses that require heavy machinery. The healthy small-business climate on Haight Street may very well be threatened by these tax incentives. Since they traditionally appeal to large corporations, these tax incentives could entice building owners into long-term agreements that would oust small businesses. We value our small business character and want to keep it that way.

"If it is true that the 'State legislation authorizing the Enterprise Zone program provides for a number of incentives that are designated to stimulate economic activity in [the] zone area,' then there is no need for Haight Street's inclusion in the Zone. There are very few empty storefronts on Haight Street and there are many businesses that want to move onto this thriving commercial street." (Jim Rhoads, Haight Ashbury Neighborhood Council)

"The majority of businesses in the Tenderloin (bordered by Market, Van Ness, Post and Powell) are small, often family-run neighborhood-serving establishments. Through the Mayor's Tenderloin Task Force Subcommittee on Economic Development, it was concluded that most of our merchants would not benefit from the tax breaks of the Enterprise Zone, given their size and lack of expansion capacity. In addition, jobs created from small enterprise start-up, the majority of neighborhood jobs, should not be counted on either." (Morry Hermon, North of Market Planning Coalition)

"Businesses currently operating in and around the proposed Enterprise Zones are at a distinct disadvantage in that the incentives provided new firms vis-a-vis existing classes of business constitute discrimination against the existing concerns. New businesses shall have an advantage over older ones in their struggle for survival." (Klaus E. May, Western Addition Hospitality Industry Association)

Response

The purpose of an EIR is to analyze a proposed project and identify its potential environmental impacts. The EIR is not responsible for choosing or making decisions about the nature of a project. These comments concern the boundaries and potential economic benefits and liabilities of the proposed Enterprise Zone and, as such, are matters to be considered by the Mayor's Office of Business and Economic Development, the project sponsor.

It should be noted, however, that the beneficiaries of economic incentives in existing Enterprise Zones are often small, locally owned businesses, for whom the tax credits can be very important. For example, by updating old or outmoded equipment, something as simple as a cash register or kitchen machinery, a business can increase sales without necessarily expanding physically. There are other program incentives that small businesses in the Haight Ashbury and North of Market communities might find attractive, such as the following:

1. Business Expense Deduction, which allows part of the cost of equipment, furnishings and vehicles purchased for use in the Enterprise Zone to be deducted as a business expense in the first year they are placed in service;

2. Net Interest Deduction for Lenders, which is designed to induce financing institutions to lend to businesses located in the Enterprise Zone. The types of loans that qualify for this deduction include business loans, mortgages and loans for non-commercial uses.

Business services and other financing assistance, such as a local revolving loan fund, would also be available to businesses in these neighborhoods through their inclusion in the Enterprise Zone and might be attractive to some small businesses.

There is support for the Enterprise Zone program in the Tenderloin community. The North of Market Planning Coalition in the Tenderloin stated its support in a letter to the Mayor's office dated September 10, 1990.

Concerning boundary changes, however, it should be noted that Enterprise Zone regulations provide for expansion in the overall Zone area, but not reduction. The City can petition the State for an expansion of boundaries after receiving Final Enterprise Zone Designation; the present program boundaries cannot be reduced.

Comment

"[The document] talks a lot about 1980 conditions, and so much has changed in the City [between 1980 and] 1991 in terms of the old R.A.P. program, the F.A.C.E. program, as well as the population, that I think it ought to be updated, wherever possible to use 1990 figures." (Commissioner Bierman)

Response

It is acknowledged that 1980 Census data were used in determining appropriate boundaries for the area of the Zone and for characterizing the housing and demographic conditions of the seven communities. 1990 Census data were not available when the City's Preliminary Application was submitted to the Department of Commerce, nor when the Draft EIR was prepared. Department of Commerce guidelines for the Enterprise Zone application require that the proposed area for the Zone be based on census tracts, block groups or enumeration districts; thus, the necessity of using 1980 Census data. Land use and population information for the various areas discussed in the EIR was derived from more recent sources wherever possible, including ABAG's Projections 90, published in December 1990, and from Department Area Plan documents, such as the South of Market Plan, the Mission Bay Plan and the South Bayshore Issues Report.

Comment

"If [areas] are included in the Enterprise Zone that are already doing okay, that's where people will want to go. That's always been the problem. People would rather come to Haight Street than maybe a small street on the north side of the Panhandle because the customers ... are in the south part of the Panhandle on Haight Street ... I don't even know if the State would allow it, that you really have to focus on the streets that really need the help, even the sections of the street ... This is a huge area that you are talking about and I am worried that rents may go up because people will want to go to those streets.

"I think [the Enterprise Zone concept] needs a lot of work to have it not be detrimental to some areas that are in good shape or certainly have struggled to be in good shape. It ought to really focus on the needful areas. That is the thing I am most worried about." (Commissioner Bierman)

Response

According to state regulations, the Enterprise Zone must be composed of census tracts, block groups or enumeration districts, and the Zone must be one continuous area (Enterprise Zone Regulations, Article 2, Section 5602.1). Most of the state-sponsored incentives (i.e., the tax credits) are available to any business located within the Enterprise Zone; they cannot be targeted, per se. However, many of the City incentives are tailored to the more disadvantaged areas and MOBED proposes an extensive outreach program that can be targeted if it so chooses.

Comment

"Retail and service firms have been cited a[s] the ideal type of business for locating in an Enterprise Zone ... cost of startup is low, they are labor intensive, and they fit into the neighborhood with minimal disruption. The problem with such 'ideal' firms is their dependence on the immediate neighborhood for sales. Without additional people entering the neighborhood (not necessarily resident), there is no base on which to build their business. This is the classical Catch-22 and should be explored in the context of ensuring the development of those businesses that encourage non-neighborhood usage of the area. Foot traffic on the commercial strip (Divisadero in particular) must be encouraged. The commitment of the City to providing planning support for the Western Addition has not been well demonstrated over the years, nor is it in this draft." (Klaus E. May, Western Addition Hospitality Industry Association)

Response

This comment expresses a concern about the proposed project, not the Draft EIR. The comment is noted and has been referred to the Mayor's Office of Business and Economic Development. The Draft EIR does not, however, cite retail and service firms as the "ideal" type of business for locating in an Enterprise Zone. Given existing land use patterns and zoning in the community, these are the types of firms most likely to be found there and the types most likely to relocate or start up there.

Comments

"Under the project description in our Draft EIR, it talks about encouraging existing businesses in those areas as well as encouraging other business activity. So it's not solely designed for new businesses to come into the area, but for existing businesses." (Commissioner Hu)

"It is important to the neighborhoods to maintain the current set of employers as well as to create new ones. This appears to not be considered in the draft EIR. Adequate financing for existing business is addressed only in a limited fashion." (Klaus E. May, Western Addition Hospitality Industry Association)

Response

The Enterprise Zone program does provide incentives to support the expansion of existing businesses within the Zone, which are also the target of an extensive outreach program that is planned by MOBED. The emphasis of the San Francisco Enterprise Zone program is on existing businesses. The Draft EIR describes new, Enterprise-Zone-related state and local incentives for business development on pp. I.3 and I.4. Comments expressing a concern about the proposed project, not the Draft EIR, have been referred to MOBED.

Comment

"Addressing the funding sources, it seems that most of [those listed in the report] are currently available. What is being provided by the State [through] this Enterprise Zone [are] tax incentives or tax credits, and I think that appears to be the difference from current programs available to small business enterprises, and maybe that needs to be better explained to the public." (Commissioner Hu)

Response

The state and local incentives associated with San Francisco's Enterprise Zone program do represent benefits that are not currently available to businesses in the seven communities. These new economic incentives and business assistance

programs are described on pp. I.3 and I.4 of the Draft EIR. The Commissioner is correct that the main new assistance programs that would be available due to the Enterprise Zone designation would be state tax incentives, but the City is also offering to fast track permits and make UDAG loan funds available to businesses in the Zone. MOBED has planned an extensive outreach program to advise businesses of the availability of these new benefits, as well as existing programs for business assistance.

LAND USE

Comments

"I don't see [a discussion on City policy on how the City wants commercial development to occur in the South of Market and the Tenderloin and other areas] in this EIR or in the mitigations. The description of the Tenderloin uses didn't clearly explain that the Tenderloin zoning doesn't even allow commercial above the ground floor, which was a policy decision that was made by the former Planning Commission to prevent the massive locations that were threatened in the Tenderloin. And, simultaneously, it discusses in passing that the South of Market Plan has changed the location to have commercial development without explaining that we really don't want the South of Market just to have a whole lot of commercial office development, and even if it all has to be located in the eastern end, we want balanced development in the South of Market.

"I am hopeful that this Commission will have discussions about whether you need to have a [mitigation] measure to prevent distortions in the economy, especially in the downtown areas that we already tried to protect from inappropriate development, among them South of Market, Tenderloin and Chinatown." (Sue Hestor, Attorney at Law)

"If the City finally accepts and receives the Enterprise Zone designation, does that preclude the City from changing the zoning in those areas during the time that the Enterprise Zone is in effect?

"... It seems to me to make the project work, we might want to change the zoning to allow the zones to work. As I understand the EIR, the literature indicates that most of the growth associated with the zoning is from existing businesses as they expand. Now if we have certain zone controls that do not allow those businesses to expand, I think there is an inconsistency ...[I]f we are serious about the Enterprise Zone, then it seems to me we need to take a look at zoning either in terms of making sure that if we don't want it to change ... that it remains the same, or if some flexibility is needed to make it work in certain areas of the City, then maybe we should look at that, as well." (Commissioner Morales)

"Land use changes should be explored in the EIR process to the extent that they must be compatible with the preservation of historic buildings. The ability of local governments to relax building and zoning laws or to develop adaptive uses for non-commercially zoned areas so as to enhance the 'economically depressed areas' must be addressed." (Klaus E. May, Western Addition Hospitality Industry Association)

Response

Development that would occur in response to the Enterprise Zone incentives would not result in any of the potential problems cited by the commentors. That is, there would be no commercial development above the ground floor in the North of Market Plan area unless current zoning and plans were changed by the Planning Commission; new development of large office buildings in the South of Market would not be encouraged by the Enterprise Zone program, which affects mainly businesses with under 10 employees, according to a survey on the performance of Enterprise Zones throughout the United States. (This survey is described on pp. II.1 to II.3 of the Draft EIR.) "Inappropriate development" should not occur given the City's continuing control over specific projects.

The Enterprise Zone program is designed to promote economic development in the designated area. It neither precludes nor overrides local zoning prerogatives or area plans. As discussed on p. II.2 of the Draft EIR, a consistent finding from existing zones is that the land use character of a zone is unlikely to change after

introduction of zone incentives. It was estimated that the proportional mix of business types did not vary by more than ± 5 percent from a pre-Zone land use baseline. Thus, it is not likely that rezoning would be needed to help implement the program.

These points were not clear in the Draft EIR. The following new text is added to the Land Use Impacts section, p. IV.1, as new paragraph two:

> "Designation of an Enterprise Zone also does not change land use and zoning controls applicable to properties in the Zone. Therefore, areas designated for residential use would not become eligible for commercial activities merely as a result of establishment of an Enterprise Zone. All of the methods the City currently uses to direct and shape development, and to preserve historic structures/places, would still be in place. The following analysis is, thus, based on existing planning and zoning designations."

The Plans and Policies subsection of the Land Use Impacts section is also revised to reflect these same points, beginning at the bottom of p. IV.37 (additions are underlined and deletions are bracketed).

> "[ ] The San Francisco Master Plan contains a number of objectives and policies that are relevant and applicable to designation of an Enterprise Zone. Some of the key objectives and policies of the Plan are noted here. This information is provided in response to a concern raised by the State Department of Commerce in its reply to the Notice of Preparation. In the Initial Study, it was concluded that the proposed Enterprise Zone was consistent with local plans and policies. Department of Commerce staff asked for further information in this area. Note that designation would not cause any change in Master Plan objectives or policies, nor would it permit developments that would otherwise be prohibited by existing zoning or planning designations in the Enterprise Zone area."

Comment

"The 'Tenderloin' is not the same as what [the Draft EIR] referred to as the North of Market Enterprise Zone boundaries which include lower Nob Hill and Polk Gulch." (Morry Hermon, North of Market Planning Coalition)

"On Mission Bay, it seems to me that we have planned and this document doesn't really cover the exact land we have for Mission Bay, so we need to talk about it." (Commissioner Bierman)

Response

As discussed on page I.7 of the Draft EIR, "The boundaries of the seven targeted areas in the proposed Enterprise Zone are required ... to correspond to census tracts; the resulting areas only roughly approximate the neighborhoods for which they are named." The identification of the Tenderloin on page IV.2 was meant to identify the commercial area within the North of Market community likely to experience intensified commercial uses under the Enterprise Zone program; it was not meant to imply that the Tenderloin area was replacing the North of Market community in the analysis. The first sentence of the third paragraph on page IV.2 is revised as follows (revisions are underlined):

> "The entire commercial area of the Tenderloin, a portion of the North of Market community, would likely experience intensified ..."

Similarly, the Mission Bay portion of the proposed Zone does not correspond to the area in the Mission Bay Plan, but the specifics of that Plan would not be changed by the Zone designation.

Comment

"In each of the proposed seven districts ... there are significant landmarks, districts or sites. The draft EIR fails to address the requirements that the historical buildings and sites must be taken into any review that has a potential impact. I am aware that the SF Landmarks Board has been noticed, however, I am of the impression it would be most appropriate to have the final EIR address concerns for preservation.

"The San Francisco Master Plan has among its priority policies the preservation of historic buildings and neighborhoods. The emphasis of the draft EIR is admittedly commercial, however, for a successful Enterprise Zone, every opportunity for enhancing preservation should be reviewed No consideration has been given to complying with the Preservation Element of the Master Plan." (Klaus E. May, Western Addition Hospitality Industry Association)

Response

The Draft EIR analyzes potential employment growth for the seven targeted communities over the fifteen-year time period, 1990 to 2005. It does not attempt to identify individual building developments within these communities. Future individual projects in the Enterprise Zone area that would involve new construction, renovation of an historic structure, or a change in use or facade, would require separate environmental review. At that time, the historic significance or landmark value of the building or site in question would be considered and subject to City policy.

Comment

"Limited references are made to the Facade Improvement Loans to support merchants in selected areas in the Mission (p. I.5); it is hoped that similar assistance will be provided merchants in, or immediately adjacent to historic districts, and in such event, it becomes of great importance to the preservation element that adequate pre-planning be provided." (Klaus E. May, Western Addition Hospitality Industry Association)

Response

The Facade Improvement Loan program promotes storefront rehabilitation along the commercial core of 24th Street in the Mission District. This is an existing City program, and is not part of the Enterprise Zone designation. Enterprise Zone designation does not provide specific incentives for historic preservation.

EMPLOYMENT, POPULATION AND HOUSING

EMPLOYMENT

Comment

"[The Draft EIR] talks about qualified employees having to be disadvantaged, and in a few places it talks about training, but it does not say what money there will be for job training ... I am questioning what this whole thing is and how meaningful it can be if you are working with disadvantaged people but you aren't looking at job training and you are not getting state money for that job training.

"The main problem that I see in here on page IV.38, it talks about [from the Commerce and Industry Element of the Master Plan, the policy to] 'Emphasize job training and retraining programs that will impart skills necessary for participation in the San Francisco labor market,' and I think that has to be followed through with any Enterprise Zone." (Commissioner Bierman)

Response

Money for job training is not a part of the State's Enterprise Zone program. There is no provision in the Enterprise Zone program for the State to provide money for job training. When the incentives work, what the Enterprise Zone program can accomplish is to provide money to the employer indirectly, though tax credits, for on-the-job training. The Private Industry Council (PIC) has agreed to be responsible for coordinating employment and training activities. The Employment Development Department (EDD) and the Department of Social Services would also have major responsibilities. The PIC and EDD have agreed to allocate resources to accomplish the employment and training goals proposed in the Enterprise Zone program, in letters to MOBED dated September 17, 1990 and March 19, 1991, respectively. This is how the program works in other cities.

Comment

"The employment projections on page II.5 of the Draft EIR allocate the expected 4,300 job increase among the seven Enterprise Zone communities. Only 110 of the 4,300

additional jobs are projected to be created in the Western Addition. This allocation for the Western Addition is based on ABAG figures and the Mission Bay EIR. This seems to underestimate the depressed state of many Western Addition businesses, and ignores the mostly non-leased commercial space in the Fillmore Center development." (M. Brett Gladstone, Western Addition Neighborhood Association)

"The types of jobs expected to be created (which Environmental Science poorly estimated at 716) was not stated. This omission misses the entire impact that an E.Z. can have on the employment, commerce and housing of this neighborhood." (Morry Hermon, North of Market Planning Coalition)

Response

The projection for the San Francisco Enterprise Zone is based on the past performance of other Enterprise Zones, the historic rates of employment growth in the seven communities, and projections contained in ABAG forecasts and the Mission Bay EIR. While it is estimated that approximately 4,300 jobs would be created overall, it is more difficult to project exactly where, within the Zone, these jobs would be located. The allocation of these new jobs among the seven communities was based, in part, on the percentage of existing commercial and industrial employment in each community, relative to the entire Zone, and on historic rates of growth in employment. Compared to communities like Mission Bay, South of Market and South Bayshore, the Western Addition has relatively more residential land use and a smaller employment base. The projections were not designed to slight any of the seven communities but, rather, to reflect the realities of existing conditions. In fact, the allocations for each community are not as reliable as the projection for the entire Zone. It is entirely possible that the Western Addition would receive more or fewer than the projected 110 new jobs.

Commentor from the North of Market Planning Coalition does not indicate why he believes the number of jobs expected to be created is "poorly estimated", nor whether the number is believed to be overestimated or underestimated. Enterprise Zone employment impacts are based on the decisions of individual

business people to respond to the state and local incentives that are offered. It is not possible to identify precisely what types of jobs would be created through these individual responses. However, because one of the tax credits is based on hiring economically disadvantaged persons, it is expected that many of the jobs created in the North of Market community would employ residents and would be clerical, sales and service jobs in the commercial sector of the economy. Any attempt to provide a more specific identification of the types of jobs that would be created would be too speculative.

Comment

"Since most jobs would probably be created among more established, larger operations, we could anticipate these to be in the hotel and other tourist-oriented uses of the area. These jobs historically do not go to neighborhood residents. More importantly, the expansion of the tourist industry can potentially have strong negative impacts on housing and commercial rents.

"If a supposed 'Environmental Impact Report' leaves out the qualitative details and misleads the reader into thinking that any new jobs are good and therefore the area will benefit, then you should give it another name. Obviously the authors were insensitive to the preservation of affordable housing, jobs for Tenderloin residents, and struggling small merchants. Please don't exaggerate the benefits this will have, and instead say what they probably will be." (Morry Hermon, North of Market Planning Coalition)

Response

As discussed on page II.2, an extensive literature review of existing Enterprise Zone performance throughout the U.S. indicated that small businesses, with under 10 employees, tended to provide well over half of the employment growth in the zones that were studied, and the proportional mix of business types was estimated not to vary by more than ±5 percent after implementation of the zones. Enterprise Zone activities also have tended not to alter the existing land use mix. The opinion that most jobs would be created among larger, established tourist-oriented operations is not supported.

With regard to the issue of jobs for local residents, the regulations governing the Enterprise Zone are explicit. Cities applying for Enterprise Zone status must submit in their Preliminary Application to the State Department of Commerce the following information: "... [A] detailed explanation of the plan to identify, train and place application area unemployed and underemployed persons into the jobs created through the marketing of the application area," including these items:

1. A list containing the names and addresses of all administrative agencies and/or contractors who will provide intake and/or job development services in the application area under the Job Training Partnership Act (JTPA), Greater Avenues for Independence (GAIN), and Targeted Jobs Tax Credit (TJTC), and which will provide funds and staff for the implementation of the Preliminary Economic Development Plan;

2. A detailed explanation of the specific commitments that each agency and/or contractor shall make for the implementation of the Preliminary Economic Development Plan;

3. A detailed explanation of how the recipients of JTPA, GAIN, and TJTC services will be placed in Enterprise Zone jobs. The applicant shall include a detailed explanation of the coordination of marketing efforts with job development agencies and/or contractors;

4. Data that shows the track record of job placements by each agency and/or contractor over the two (2) years preceding the date the preliminary applications were mailed by the Department." (Enterprise Zone regulations, Article 4, Section 5608)

In addition, tax credits are provided to businesses in the Zone that hire people who are recipients of JTPA, GAIN and TJTC services. Thus, the program has built-in incentives and procedures for hiring the unemployed and underemployed residents of the Enterprise Zone area.

Nowhere does the EIR make the statement that "new jobs are good and therefore the area will benefit," although this may be an assumption of some of the supporters of an Enterprise Zone.

Comment

"A number of retail spaces along Fillmore Street are empty, most of which are in the recently completed Fillmore Center development south of Geary Street. Also, the

Divisadero Street corridor retail businesses remain depressed and have long been ignored by decision-makers ... It is important to direct economic incentives found in the Enterprise Zone program to these areas." (M. Brett Gladstone, Western Addition Neighborhood Association)

Response

The economic incentives provided by the Enterprise Zone program cannot be "directed" as suggested by the commentor. All businesses in communities located within the Enterprise Zone are eligible to receive the same economic incentives. MOBED could target its outreach program more heavily toward particular neighborhoods, however, if it chose to do so.

Comment

"Page IV.3 of the Draft EIR states that as a result of the Enterprise Zone program, commercial activity could be expected to intensify 'on Haight, Post, Geary, Divisadero Streets and Van Ness Avenue.' It is unclear why the retail space along Fillmore Street is not referenced here." (M. Brett Gladstone, Western Addition Neighborhood Association)

Response

The comment has been noted, and the fourth sentence of the second paragraph on p. IV.3 of the Draft EIR, discussing the Western Addition, is revised as follows (revision is underlined):

> "Commercial activity could be expected to intensify on Haight, Post, Geary, Fillmore and Divisadero Streets and Van Ness Avenue."

HOUSING

Comment

"[The Draft EIR] talks about 60 percent of the people would be expected to live in the zone, 40 percent would be existing residents of other neighborhoods in the City, and these are disadvantaged people, because for the zone to work they can only work with disadvantaged people. Once you help those disadvantaged people, I think you will have to affect the housing.

"This document makes the claim that you won't affect housing in the city. And I think if you employ all the people you are talking about, which would be a wonderful thing, but a lot of them are homeless, and were you to be successful, you would need housing ... If the State is going to do something good about some money for businesses, they better do something about money to house the people, help us more with housing." (Commissioner Bierman)

Response

On the Citywide level, there would be no significant increase in employment, and so no significant increase in the population to be housed throughout the City associated with the Enterprise Zone. Program incentives are not likely to result in the employment of substantial numbers of homeless people. The target population would be unemployed, disadvantaged residents who already have housing in the Zone.

Comment

"[The Draft EIR states that] 'In 1980, there were approximately 988,720 housing units in the area, about 28 percent of the City's housing. Ten percent of these units lack complete plumbing, 22 percent lack complete kitchens, 3 percent have no heat, 50 percent were constructed before 1939' ... A lot of us think that a lot of stuff constructed before 1939 is a positive thing, and in the serious redevelopment time, a lot of us sat in the City Hall chambers night after night, year after year, trying to save some housing. [It also says] 'Only 17 percent of the available housing was single unit, attached or detached.' It seems to me that [the report] has not taken into account all the work that has been done ... [F]or the future use of this document, in my neighborhood, in the Haight and in the Western Addition, you don't want to run the risk of people harping back to this document to talk about what a pathetic state things are in." (Commissioner Bierman)

Response

One of the purposes of an EIR for an Enterprise Zone project in California is to provide information on the proposed Zone area to the selection panel at the

Department of Commerce that will be reviewing the applications of 20 finalists for the Zone designation. To that end, the seven proposed Enterprise Zone communities in San Francisco were described using standard statistics from the 1980 Census. These statistics include such things as total population, average per capita income, percent of the population living below the poverty income level, percentage of employment in various business sectors, and age and type of dwelling units in the housing stock. For age of housing, the 1980 Census identifies four categories, including the number of units that were built before 1939. The pre-1939 category was chosen because little housing construction occurred during the war and until 1955, and 1939 is a "benchmark" year in Census statistics describing the age of a community's housing stock. In noting this latter statistic for each of the seven Enterprise Zone communities, the EIR authors did not intend to imply that these communities are in "pathetic" shape, nor to disparage the many efforts that have been undertaken in the past to revitalize these communities and preserve their housing stock.

The second paragraph on page III.19 is revised as follows (revisions are underlined and deletions are bracketed):

> "In 1980 there were approximately 88,720 housing units in the Application Area, about 28 percent of the City's available housing./5/ Ten percent of these units lacked complete plumbing, 22 percent lacked complete kitchens, 3 percent had no heat and 50 percent were constructed before 1939. Older buildings are often classic San Francisco Victorian style buildings, many of which are rated as historically or architecturally important by City Planning and/or the Foundation for San Francisco's Architectural Heritage. Housing types range from single-family units in the Western Addition and the Mission, to multi-story dwellings in the North and South of Market, to houseboats in Mission Bay. [ ] Seventeen percent of the available housing was single-unit-attached or -detached, and the median number of people living in each dwelling unit was two, while the median unit contained three rooms./5/"

Comment

"On page III.20, [the report describes] the South Bayshore Community, '1990 estimated population is approximately 11,230 people, which represents an increase of

roughly 600 people in the past ten years. Of this total, about 75 percent is African-American. The South Bayshore Community is afflicted with a high concentration of low income households.' Well, I don't call it an affliction. They may need help, but certainly you should delete that word and say that community has a high concentration." (Commissioner Bierman)

Response

The third sentence of the second paragraph on page III.20 is revised as follows (revisions are underlined):

> "The South Bayshore community has a high concentration of low-income households."

Comment

"[On page III.21], 'The majority of homes in these enterprise districts are Victorians, some reasonably renovated, most in a certain state of disrepair.' I don't know if that's true. It's not my perception." (Commissioner Bierman)

Response

Evaluation of the visible repair status of the housing units within the Enterprise Zone communities was based on a windshield survey conducted for this project. Standards as to what constitutes a visible "state of disrepair" may differ and are somewhat subjective. A visible "state of disrepair," as used in the Draft EIR, includes peeling paint, broken windows, loose boards, exposed wall studs, accumulated trash, boarded-up windows or doors, and/or visible fire damage. The third sentence in the fourth paragraph on p. III.21 is revised as follows (revisions are underlined):

> "The majority of homes are Victorians, some recently renovated, many in a certain state of disrepair."

TRANSPORTATION AND CIRCULATION

ASSUMPTIONS AND PROJECTIONS

Comment

"Page S.3 of the document states that sixty percent of workers in the newly created Zone would be expected to be existing residents of the Zone area. Most of the remaining 40 percent would be existing residents of other neighborhoods in the City. This statement appears to contradict the following statement: 'the project would generate 4,120 net new outbound person trips per day....1,540 of these during the p.m. peak hour' If almost all of the potential employees are residents of San Francisco, we question why the regional outbound trips are being considered...

"On page S.3 of the document, it is stated that the project would generate about 4,120 net new outbound person trips per day. The document should show calculations for net trips. The total number of outbound regional auto demand on major corridors in the year 2005 is not given, only a percentage is shown. Also, there is no mention of inbound traffic which impacts the transportation system differently." (Gary F. Adams, Caltrans -- District CEQA Coordinator)

Response

By design, the Summary, a condensation of the information in the body of the EIR, omits much of the EIR's technical detail. The 4,120 daily outbound person trips cited on Summary page S.3 are not regional outbound trips; rather they are the total number of person trips outbound daily from the various Enterprise Zone businesses. Those 4,120 daily outbound trips include walks entirely within the particular Enterprise Zone community.

Table IV.C.1, EIR page IV.15, provides details on the sources and natures of the approximately 4,120 daily outbound person trips. Under "Trip Distribution," pages IV.15-IV.16, the EIR then explains how these trips are distributed to the identified screenlines. Under "Modal Split," pages IV.16-IV.20, the EIR goes on to explain how these trips are distributed among autos, transit, and other modes. Table IV.C.5, EIR page IV.20, shows that only 568 Enterprise Zone project person trips leave San Francisco in the peak p.m. period, of a total of 2,575

Enterprise Zone project outbound person trips in that period, and that only 102 of these 568 are by auto, of a total of 500 Enterprise Zone project p.m.-peak-period outbound trips by auto.

The aforementioned tables, together with Tables IV.C.6 and IV.C.7, on EIR page IV.23, do show the commentor's requested "calculations for net trips," and the "total number of outbound regional auto demand on major corridors." For example, Table IV.C.6 shows that in 2005, the Enterprise Zone project would add about 10-15 auto trips in the peak hour at each of the four regional screenlines (Golden Gate Bridge, Bay Bridge, U.S. 101 at the San Mateo County line, and I-280 at the San Mateo County line). Those numbers were generated with the trip-distribution and modal-split methodology used in recent EIRs for projects in San Francisco's Downtown and Vicinity, with the Mission Bay EIR (incorporated by reference) as the model. The first paragraph under "Approach", on EIR page IV.12, and the "Introduction," on EIR page IV.21, explain why the above numbers themselves overstate the expected Citywide and regional transportation impacts of the Enterprise Zone project. The main reason is that the Mission Bay EIR outbound traffic forecasting is based on typical non-residential land uses in the Downtown and Vicinity, most of whose employees live outside the Downtown and Vicinity (including many living outside San Francisco), whereas most Enterprise Zone employees would be expected to live close to where they work.

With respect to inbound traffic, the second paragraph on EIR page IV.13 states, "Since the Enterprise Zone program does not include a residential component, inbound trips (in the p.m. peak period) were not considered."

Comment

"Table II.B.1: ESTIMATES OF ENTERPRISE ZONE PROGRAM GROWTH shows a 15 year cumulative growth table with estimated annual growth rates for employment. We question the accompanying text which assumes that Enterprise Zone employees would be qualified to hold none of the managerial/administrative, as well as professional/technical, jobs in the Zone area. Such assumption does not promote job/housing balance which could help reduce the regional commute and alleviate traffic congestion." (Gary F. Adams, Caltrans -- District CEQA Coordinator)

Response

This assumption is a reasonable one, in that it is based on the actual performance of existing enterprise zones in other cities, and on the program's emphasis on hiring disadvantaged and/or unemployed workers. Furthermore, it is in the nature of the Enterprise Zone concept to produce jobs, not housing. The jobs are intended to be primarily for existing residents. Therefore, jobs/housing balance is not an impact issue, in any event. To put it another way, one objective of the Enterprise Zone concept is to restore the jobs component in the jobs/housing balance.

As shown in the response (including the cited EIR text) immediately preceding, the total regional traffic impacts of the Enterprise Zone project are statistically insignificant, and therefore the Enterprise Zone project would carry little if any responsibility to "help reduce the regional commute and alleviate traffic congestion."

TRAFFIC ANALYSIS

Comments

"Cumulative P.M. Peak travel demand is projected to exceed capacity of some freeways, resulting in shifts in travel to transit and ridesharing. The cumulative employment noted on page II.6 is not represented with corresponding regional commute traffic volumes." (Gary F. Adams, Caltrans -- District CEQA Coordinator)

"The draft EIR concludes that the transportation impacts of the Enterprise Zone would be statistically insignificant. (Draft EIR page IV.21.) There is no discussion, however, concerning the cumulative traffic impacts when the Enterprise Zone project is considered together with other reasonably anticipated growth and development in the City and the regional area. From a cumulative impacts perspective, will this conclusion change?" (Sam Paredes, California Department of Commerce -- Manager, Enterprise Zone Programs)

Response

The analysis of cumulative transportation impacts in the Enterprise Zone EIR is based on the cumulative-impact analysis in the Mission Bay EIR (Mission Bay Final EIR, Vol. II, 86.505EMTZ, certified August 23, 1990). In the Mission Bay EIR, detailed forecasts of Citywide and regional economic growth, and travel forecasts by regional agencies, are used as the bases for projecting travel volumes and patterns into and out of San Francisco's Downtown and Vicinity. In particular, traffic and transit demands at regional and local screenlines are forecast for the years 2000 and 2020. The Enterprise Zone EIR analysis interpolates between these forecasts to derive those demands for the year 2005. In the Mission Bay EIR, the demands generated by the Mission Bay project itself were considered to be a part of the cumulative forecast (in both 2000 and 2020), rather than an addition to it. Similarly, in the Enterprise Zone EIR, the demands generated by the Enterprise Zone program were considered to be a part of the interpolated 2005 cumulative forecast, rather than an addition to it. In the same way, the demands generated independently within the Enterprise Zone (i.e., in the absence of an Enterprise Zone program), are also already included in the cumulative forecast. Therefore, the commentor's statement that, "The cumulative employment noted on page II.6 is not represented with corresponding regional commute traffic volumes" is not correct. Support for the above arguments can be found in the Enterprise Zone EIR, as follows:

On page IV.9, the Enterprise Zone EIR states, "...the employment projected for the Zone represents a small portion of the comprehensive Citywide and regional economic forecasts that were presented in the Mission Bay EIR for the years 2000 and 2020. Similarly, the transportation consequences of the trips generated by the Enterprise Zone program are assumed to be a part of the future cumulative transportation impacts reported for the City in the Mission Bay EIR. Citywide information for the Enterprise Zone horizon year, 2005, is a straight-line interpolation of the Mission Bay EIR forecasts for the years 2000 and 2020."

Under "Modal Split", on page IV.16 of the Enterprise Zone EIR, the first sentence states, "The estimated number of person trips attributable to the Enterprise Zone

program was assigned to specific travel modes in the same way travel mode assignment was made in the Mission Bay EIR." This was done to maintain consistency in applying this method of cumulative analysis. That is, the year-2005 cumulative future in this EIR, and the Enterprise Zone program's contribution to it, are compatible with the analysis presented in the Mission Bay EIR, used as the basis for analysis of recent projects in the Downtown and Vicinity. As noted in the first response under "ASSUMPTIONS AND PROJECTIONS," above, this method (which itself shows that the Enterprise Zone program's contribution to regional travel is statistically insignificant) overstates the Enterprise Zone program's contribution to the cumulative future.

In the Mission Bay EIR, some 34 pages are devoted to mitigation measures for Mission Bay and cumulative transportation impacts. Of these, roughly 15 pages are devoted to the mitigation of cumulative impacts (about 19 pages are devoted to the mitigation of project-related impacts). The cumulative-impact mitigation measures have been and are being recommended for all Downtown and Vicinity projects with significant transportation impacts.

Comment

"Freeway volumes presented on page II.34 (EIR PREPARER'S NOTE: Commentor appears to mean page III.34) for U.S. Highway 101 and I-280 appear low in comparison to 1989 volumes. Simply interpolating volumes from 1985 to 1990 is a misleading use of the old traffic study data. The freeway volumes used in the Mission Bay EIR did not represent 1985 volumes. The volumes from Mission Bay combined many unknown past different years without validating to a common year." (Gary F. Adams, Caltrans -- District CEQA Coordinator)

Response

As noted in the preceding response, forecasting for the year 2005 was done by interpolation between Mission Bay EIR year-2000 and year-2020 forecasts, both based on the Mission Bay EIR 1985 baseline. Establishment of the year 1990 baseline was done by interpolation between Mission Bay EIR existing conditions (year-1985) and year-2000 forecasts.

As much as possible, the Mission Bay EIR year-1985 volumes were in fact based on actual counts. All local streets and freeway access points were counted in 1985. In addition, the volumes used for the Bay Bridge (the critical link for regional access to San Francisco) were actual counts conducted by Caltrans in April 1985 (Mission Bay EIR, page VI.E.40). Similarly, for U.S. 101 and for I-280 at the San Mateo County line, the 1985 volumes were based on Caltrans reports prepared in 1985 and 1986 (Caltrans, Route Concept Report -- Route 101, March 1986; Caltrans, Route Concept Report -- Interstate 280, December 1985), as cited in the Mission Bay EIR (Notes /43/ and /44/, page VI.E.236). If those were not actual counts, it was because Caltrans was unable, at the time of EIR transportation analysis, to supply actual 1985 counts for those freeways. Finally, the latter two screenlines were re-counted by the EIR consultant in March 1987 for the Mission Bay EIR (Note /45/, page VI.E.236), and found to have increases in volumes of 5-10% from the original 1985 numbers available from Caltrans. It was these higher values that were applied to establish the 1985 base used in the Mission Bay EIR analysis, which itself served as the baseline for estimation of the 1990 volumes used in this EIR. Thus, the Mission Bay EIR information was validated to a common year as much as was reasonably possible.

The interpolated 1990 volumes for U.S. 101 and I-280 presented on page III.34 of this EIR appear to be close to the measured 1987 values. Therefore, the commentor's assertion that this EIR's estimated 1990 volumes at those two screenlines appear low in comparison to (presumably measured) 1989 volumes may be correct. However, in view of the minimal addition of Enterprise Zone project traffic at these screenlines in the p.m.-peak-hour in 2005 (16 and 15 vehicles, respectively -- about one vehicle every four minutes -- see Table IV.C.6, page IV.23), the error would be statistically insignificant with respect to Enterprise Zone project impacts.

MITIGATION MEASURES

Comment

"The document considers public transportation as a major mitigation option as traffic densities increase. The project proponents in the Enterprise Zone should be assessed

an appropriate transit impact fee to mitigate significant increases in transit ridership and operating costs. Exclusive transit lanes or grade-separated transit routes which can enhance the flow of people and reduce the dependence on single occupant vehicles should be given greater consideration." (Gary F. Adams, Caltrans -- District CEQA Coordinator)

Response

San Francisco requires the payment of a Transit Impact Development Fee (TIDF) for new or expanded office project square footage, within an area generally bounded by Broadway on the north, San Francisco Bay on the east, Townsend Street on the south, and Van Ness Avenue on the west (San Francisco Ordinance #224-81). It would take an amendment to the ordinance to extend it to other areas of the City, or to include other kinds of projects. As the Enterprise Zone project is intended to provide financial incentives that encourage development or expansion of projects benefiting low-income workers and small businesses, the imposition of the TIDF on such projects could be considered counterproductive.

Nevertheless, for the consideration of Office of the Mayor and the Board of Supervisors, the following suggested mitigation is added, preceding the last paragraph on page V.2:

> "One example of such mitigations is: In order to assist MUNI in maintaining and augmenting transit service in the Downtown and Vicinity and surrounding neighborhoods, new and expanded office developments in the Enterprise Zone communities would be subject to the same fee requirements stated in the Transit Impact Development Fee (TIDF) Ordinance (San Francisco Ordinance #224-81), and any applicable amendments, wherever they are not already subject to those requirements."

This and other mitigation measures will be considered by decision makers in their deliberations on the project, following certification of the EIR.

Exclusive transit lanes or grade-separated transit routes would be examples of mitigation measures for cumulative impacts, described above in the

next-to-the-last response under "TRAFFIC ANALYSIS." As noted in the MITIGATION MEASURES section of the EIR, on page V.1, under TRANSPORTATION AND CIRCULATION, "Most of the transportation impacts described for the regional and local screenlines would be caused by anticipated growth in the city and the remainder of the region, rather than by growth in the seven Enterprise Zone communities. It is important to note that the job growth associated with the Enterprise Zone program would likely occur regardless of the program; it would simply occur within other communities of the City or region. In addition, some of the growth associated with the Zone represents a capture of jobs that would have moved out of the City to other parts of the region."

Comment

"In general, the contribution of the Peninsula Commute Service could be greater than stated in the document. In particular, on page III.42, the updated numbers are 54 train trips carrying 22,000 passengers per week." (EIR PREPARER'S NOTE: should be "....per weekday.") (Gary F. Adams, Caltrans -- District CEQA Coordinator)

Response

The noted change in service occurred on April 1, 1991 (Jeffrey Abraham, Peninsula Commute Service, telephone conversation, August 8, 1991), after the preparation of the cited section of the EIR. The change in service is reflected in the June 1, 1991 CalTrain timetable. That change could, indeed, increase the mitigating contribution of the Peninsula Commute Service to cumulative impacts. Ridership, however, has not increased since the preparation of the cited section of the EIR (Eric Schatmeier, Peninsula Commute Service, telephone conversation, August 8, 1991). According to Mr. Schatmeier, recent daily ridership on CalTrain has ranged from 21,000 to 22,000. The high end of the range occurs in October, the low end in July and August. The third paragraph on page III.42 is retained, as 1990 was the baseline year for the EIR. The following information is added, following that paragraph, to provide the pertinent update suggested by the commentor:

"In 1991, CalTrain operates 54 train trips (27 in each direction) per weekday between San Jose and the San Francisco station at Fourth and Townsend Streets. Thirty-seven, or approximately 69 percent, of the 54 train trips are concentrated within the morning and afternoon peak periods. In 1991, ridership ranges from 21,000 to 22,000 passengers per weekday./5a/"

Note /5a/ is added on page III.53, following Note /5/:

"/5a/ Jeffrey Abraham and Eric Schatmeier, Peninsula Commute Service, telephone conversations on service and ridership, respectively, August 8, 1991; see also CalTrain timetable, June 1, 1991."

Comment

"Discussion of Mitigation Measures on page S.5 and Section V should set specific goals and timing for achieving these mitigation measures. A Specific plan should be developed for each individual project that will be generated by the Enterprise Zone." (Gary F. Adams, Caltrans -- District CEQA Coordinator)

Response

As noted above in the first response under TRANSPORTATION AND CIRCULATION, the Summary, a condensation of the information in the body of the EIR, by design omits much of the EIR's technical detail. For the mitigation measures on EIR page V.2, reflecting measures presented in the Mission Bay EIR to reduce cumulative City and regional transportation impacts, goals and timing are discussed in the pages of the Mission Bay EIR cited on page V.2 of this EIR.

It is not clear that a Specific Plan for each individual Enterprise Zone project, however small, would be needed. Elements of such a plan are inherent in the program-specific measures on page V.3 of the EIR. For example, in the third indented paragraph on that page, covering the Transportation Management Association Program (TMAP) for each Enterprise Zone community, "The Enterprise Zone TMAP would specify community-wide and use-specific standards, such as modal-split goals; parking requirements by type...; incentives

for joint use or shared parking by complementary uses; and ridesharing/vanpool vehicle parking incentives to encourage compliance with the standards. The TMAP would also include a periodic monitoring schedule to gauge the success of the program and to identify modifications to improve its performance, if warranted. Additional activities, as prescribed in agreements negotiated subsequent to periodic monitoring, may also be included." (Emphasis added here)

Comment

"Transportation System Management (TSM) policies which include economic incentives, such as a tax credit for employees who do not commute from another region or for employers who hire qualified local residents, should be adopted and aggressively implemented." (Gary F. Adams, Caltrans -- District CEQA Coordinator)

Response

It is not clear whether the commentor means that the suggested policies should be mitigation measures applied to the Enterprise Zone program only, or should be Citywide policies, as parts of the range of mitigations for cumulative impacts, as suggested in the Mission Bay EIR and cited in this EIR. On the assumption that it is the latter, the following paragraph is added on EIR page V.2, following the paragraph added above in the first response under MITIGATION:

"An additional suggested measure, not presented in the Mission Bay EIR, is:

Transportation System Management (TSM) policies which include economic incentives, such as a tax credit for employees who do not commute from another region or for employers who hire qualified local residents, could be adopted on a Citywide basis, and implemented aggressively."

This measure will be considered by decision makers in their discussions on the proposed project, following EIR certification.

GROWTH INDUCEMENT

Comment

"There is nothing in the draft EIR with respect to the status condition of the water, sewer, storm drainage, solid waste disposal, electricity, natural gas, and police and fire systems and services. As discussed in the Department's response to the City's Notice of Preparation, this information is important in the draft EIR to assess adequate infrastructure and public services to accommodate new development induced by the Enterprise Zone designation. This information should be incorporated in the final EIR." (Sam Paredes, Department of Commerce)

Response

As discussed on p. IV.44 of the Draft EIR, "The project would occur in a developed, built-out urban area and no expansion to the municipal infrastructure not already under consideration would be required to accommodate new development and increased employment due to, or induced by, the project." The City's infrastructure has sufficient capacity to accommodate the economic development impacts of the proposed program.

The only potential effect that has been identified is on the municipal transit system. This impact is discussed in the Transportation section, pp. IV.24 - IV.29.

ALTERNATIVES

Comment

"Under Project Alternatives, Alternative 'B' is a reduced-area Enterprise Zone. This reduced area, for unclear reasons, seems to omit the Western Addition." (M. Brett Gladstone, Western Addition Neighborhood Association)

Response

CEQA requires that an environmentally superior alternative be examined in all environmental impact reports. Alternative B fulfills this requirement by examining a smaller project. The objective in determining the boundaries for the reduced zone was to reduce employment potential as little as possible, given the smaller area. This was accomplished by selecting from the proposed seven communities those that had relatively larger amounts of existing commercial and industrial land uses and relatively high projections for future commercial and industrial employment growth. Using this criterion meant that a reduced zone would focus on the Mission Bay, South Bayshore and South of Market areas and would omit communities that have relatively higher percentages of land area devoted to residential uses. In addition, the areas to be included in an Enterprise Zone must be contiguous.

D. STAFF-INITIATED TEXT CHANGES

Footnote /1/ is added at the end of the first paragraph on p. S.1, to describe the distinction between the "eligible area" and the "industrial area." The following text is added at the end of the Summary section, on page S.7:

NOTE - Summary

/1/ As required by State guidelines, an Enterprise Zone is composed of an application area that contains both (1) an eligible area and (2) a commercial and/or industrial area. The eligible area consists of census tracts, block groups, or enumeration districts, with continuous boundaries, that have a population of at least 2,500 each. The census-tracts/block-groups must also meet at least three of the following criteria to be included in the eligible area:

- 1969-79 net increase in median family income $8,427 or less,
- 1980 average unemployment rate 5.64% or more,
- 1980 percentage of population below poverty level 12.4% or more,
- 70% of households having incomes below 80% of the median county household income in 1980.

In addition to the eligible area, each application area must also include a commercial area or an industrial area. The proposed San Francisco Enterprise Zone application area contains an industrial area - South Bayshore. The State provides no criteria for selecting an industrial area, except to say that it must be within or adjacent to the eligible area and have continuous boundaries. Its boundaries must also follow census tracts or block groups.

FEDERAL AND STATE AGENCIES

Northwest Information Center
California Archaeological Inventory
Department of Anthropology
Sonoma State University
Rohnert Park, CA 94928
Attn: Christian Gerike

California Department of Transportation
Transportation Planning
P.O. Box 7310
San Francisco, CA 94120
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California Department of Transportation
Public Transportation Branch
P.O. Box 7310
San Francisco, CA 94120
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State Department of Commerce
Enterprise Zone Program
7121 L Street, Suite 600
Sacramento, CA 95814
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State Office of Intergovernmental Management
State Clearinghouse
1400 - Tenth Street
Sacramento, CA 95814

REGIONAL AGENCIES

Association of Bay Area Governments
P.O. Box 2050
Oakland, CA 94604
Attn: Sally Germain

Bay Area Air Quality Management District
939 Ellis Street
San Francisco, CA 94109
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CITY AND COUNTY OF SAN FRANCISCO

Bureau of Building Inspection
450 McAllister Street
San Francisco, CA 94102
Attn: Larry Litchfield, Superintendent

Landmarks Preservation Advisory Board
450 McAllister Street
San Francisco, CA 94102
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Jean E. Kortum
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David Heindel, Real Estate Specialist

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Planning Division
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CITY AND COUNTY OF SAN FRANCISCO (Continued)

Metropolitan Transportation Commission
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Public Utilities Commission
Bureau of Energy Conservation
110 McAllister Street, Room 402
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Room 287, City Hall
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Recreation & Park Department
McLaren Lodge
Golden Gate Park
Fell and Stanyan Streets
San Francisco, CA 94117
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San Francisco Fire Department
Division of Planning
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Department
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Water Department
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425 Mason Street
San Francisco, CA 94102
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President

Bernal Heights Comm. Foundation
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Black Chamber of Commerce
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California Hispanic of Chamber of Com.
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Attn: Manuel A. Rosales, Pres.

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San Francisco, CA 94133
Attn: Rev. Norman Fong

Chinatown Chinese Restaurant Assn.
532 Grant Avenue
San Francisco, CA 94108

Chinatown Resource Center
1525 Grant Avenue
San Francisco, CA 94133

Chinatown Trip
1525 Grant Avenue
San Francisco, CA 94133
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Chinese for Affirmative Action
17 Walter U. Lum Place
San Francisco, CA 94108
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San Francisco, CA 94108
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Dexter Clary, President

Cole Valley Improvement Assn.
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Concerned Bus. Persons of the TL.
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San Francisco, CA 94102
Attn: Adam Gottstein, Pres.

Cortland Merchants Association
303 Cortland
San Francisco, CA 94110
Attn: Nancy White, Pres.

Council of District Merchants
c/o Brownie's Hardware
1552 Polk Street
San Francisco, CA 94109
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Neighborhoods
175 Yukon Street
San Francisco, CA 94114
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Community Design Center
1663 Mission Street
San Francisco, CA 94103
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San Francisco, CA 94114
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Recording Secretary

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San Francisco, CA 94104
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Food and Fuel Retailers for
Economic Equality
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State Coordinator

The Foundation for San Francisco's
Architectural Heritage
2007 Franklin Street
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Greater Market St. Association
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Mission Creek Harbor Association
300 Channel Street, #21
San Francisco, CA 94103
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Mission Economic & Cultural Assn.
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GROUPS AND INDIVIDUALS (Continued)

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San Francisco, CA 94107
Attn: Dan Nelson
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San Francisco, CA 94103
Attn: Eunice Elton, President

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San Francisco, CA 94118
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Attn: Harold Madison

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San Francisco, CA 94109
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Small Business Advisory Comm.
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San Francisco, CA 94102
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SOMAR Res. Artists & Merch. Assn.
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San Francisco, CA 94103
Attn: Wesley Seeds

So. of Army Mission Merch. Assn.
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San Francisco, CA 94110
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South of Market Alliance
667 Minna Street
San Francisco, CA 94103
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South of Market Busines Association
520 Third Street, Suite 505
San Francisco, CA 94107
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So. of Market Merc. & Individual
109 Minna Street, #439 (SMILE)
San Francisco, CA 94105
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South Mission Neighbhd Impr. Assn.
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San Francisco, CA 94110
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San Francisco, CA 94108
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GROUPS AND INDIVIDUALS (Continued)

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230 - Fourth Street
San Francisco, CA 94103
Attn: John Elberling

Tenderloin Neigh. Devel. Corp.
230 Hyde St. (TNDC)
San Francisco, CA 94102
Attn: B.J. Barron

Tenderloin Times
146 Leavenworth Street
San Francisco, CA 94102
Attn: Rob Waters
Theatre Row Business Association
490 Geary Street
San Francisco, CA 94102
Attn: Kathy Opsather

Third Street Merchants Assn.
P.O. Box 884013
San Francisco, CA 94188
Attn: Marvin Robinson, Pres.

Cheryl Towns
1538 Innes Avenue
San Francisco, CA 94124

Twenty-Fourth St. Merch. Assn.
2720 - 24th Street
San Francisco, CA 94110
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Urban Economic Development Corp.
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San Francisco, CA 94117
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U.N. Plaza Assn.
77 McAllister Street
San Francisco, CA 94102
Attn: Herbert D. Gemple, Pres.

Van Ness Avenue Association
825 Van Ness Avenue
San Francisco, CA 94109
Attn: Greg Holzman

Van Ness & Market Cen. Bus. Assn.
333 Hayes Street
San Francisco, CA 94102
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Calvin Welch
Council of Community Housing Organizations
409 Clayton Street
San Francisco, CA 94117

Yerba Buena & So. Mkt Consortium
230 Fourth Street
San Francisco, CA 94103
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1390 Market Street, Suite 318
San Francisco, CA 94102
Attn: Bill Shiffman
Leland S. Meyerzove
KPOO - FM
P.O. Box 6149
San Francisco, CA 94101

San Francisco Bay Guardian
2700 - Nineteenth Street
San Francisco, CA 94110
Attn: Patrick Douglas, City Editor

San Francisco Business Times
325 - 5th Street
San Francisco, CA 94107
Attn: Tim Turner

San Francisco Chronicle
925 Mission Street
San Francisco, CA 94103
Attn: Martin Halstuk
Dawn Garcia

San Francisco Examiner
P.O. Box 7260
San Francisco, CA 94120
Attn: Gerald Adams

The Sun Reporter
1366 Turk Street
San Francisco, CA 94115

Tenderloin Times
146 Leavenworth Street
San Francisco, CA 94102
Attn: Rob Waters

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1630 Holloway Avenue
San Francisco, CA 94132
Hastings College of the Law - Library
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San Francisco, CA 94102-4978

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MUNI Planning Div.
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Cathy Angus, Co-Chairs

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Attn: Barbara Meskunas, President

Bendix Environmental Research, Inc.
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San Francisco, CA 94102

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San Francisco, CA 94103
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Peter Bosselman
Environmental Simulation Laboratory
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University of California
Berkeley, CA 94720

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San Francisco, CA 94108

Brewster/Joy Neighbors
190 Brewster Street
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San Francisco, CA 94104
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Cameron House
920 Sacramento Street
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Attn: Rev. Harry Chuck
Ctr for SE Asian Refugee Resettlement
875 O'Farrell Street
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Chevron Land & Development
Company
6001 Bolinger Canyon Road
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Chicago Title
388 Market Street, 13th Floor
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Chickering & Gregory
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Chinatown Coal. for Better Hsg.
1525 Grant Avenue
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Chinatown/N. Beach Childcare Cntr.
715 Chestnut Street
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GROUPS AND INDIVIDUALS (Continued)

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Chinese Newcomers Service Center
777 Stockton St. #104
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Chong How Benevolent Association
60 Wentworth Street
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Chong Sen Benevolent Association
(Fa Yuan) 647 Jackson Street
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Damner Pike & Co.
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GROUPS AND INDIVIDUALS (Continued)

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Greater Geary Blvd. Merchants Assn.
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Gruen, Gruen & Associates
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San Francisco, CA 94105

Haight Ashbury Preserv. Society
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Hamilton Recreation Center
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Ho Ping Benevolent Association
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Japanese Community Youth Council
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Mission Language & Voc. Sch. Inc.
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1698 Post Street
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GROUPS AND INDIVIDUALS (Continued)

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GROUPS AND INDIVIDUALS (Continued)

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GROUPS AND INDIVIDUALS (Continued)

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